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ABSTRACT

The distribution of Federal outlays within the United States in fiscal year 1970 is summarized in this report. Selected Federal programs (242 programs comprising 74.4% of all Federal outlays) were divided into 4 program categories: human resource development; community development; agriculture and natural resources, and Defense, the National Aeronautical and Space Administration (NASA), and the Atomic Energy Commission (AEC). The counties affected by these programs were divided into 6 categories on the basis of population density and the percentage of urban population. Major conclusions of this initial study were that (1) nonmetropolitan residents do not share proportionately in the distribution of outlays of many Federal programs; (2) Federal outlays for Defense, NASA, and AEC far overshadow outlays for the other program categories and heavily favor the larger, higher income urban areas; (3) programs narrow in scope and limited in objective are failing to meet this country's development needs effectively; and (4) Federal outlays for agriculture and natural resources tend to be concentrated in nonmetropolitan counties with pronounced population declines but comparatively high per-capita incomes. Related documents are ED 050 874 (Part 1) and ED 056 799 (Part 2). (PS)

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92D CONGRESS
1st Session

COMMITTEE PRINT

THE ECONOMIC AND SOCIAL CONDITION OF RURAL AMERICA IN THE 1970's

THE DISTRIBUTION OF FEDERAL OUTLAYS AMONG U.S. COUNTIES

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PREPARED BY:
ECONOMIC DEVELOPMENT DIVISION
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U.S. DEPARTMENT OF AGRICULTURE

FOR THE

COMMITTEE ON GOVERNMENT OPERATIONS
UNITED STATES SENATE
NINETY-SECOND CONGRESS
FIRST SESSION

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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FOREWORD

The Committee on Government Operations is pleased to present part 3 of its series on The Economic and Social Condition of Rural America in the 1970's. This study was prepared by the Economic Research Service of the Department of Agriculture in connection with the committee's hearings on S. 10, a bill to revitalize rural and other economically distressed areas.

This report is concerned with the distribution of Federal expenditures within the United States during fiscal year 1970. It scrutinizes a broad and extensive range of Federal programs--from social security to atomic energy—to determine whether their funding and the services they provide are equitably allocated amongst rural and urban residents.

This examination has significant implications for promoting a more balanced population distribution and for enhancing the economic development of America—particularly rural America whose needs have become one of our most important priorities.

The statistics compiled here are not an end in themselves. They speak objectively and compellingly to this vital goal of rejuvenating our Nation's heartland. If we are to make genuine progress in upgrading rural life—if our commitment to its betterment and growth are to be fulfilled—the cogent facts set forth in this study must be taken into account.

The committee is indebted to the Department of Agriculture for compiling this information, particularly to Dr. Freddy K. Hines and Dr. Lynn M. Daft for their help.

JOHN L. MCCLELLAN,
Chairman, Committee on Government Operations.

REPORT HIGHLIGHTS

★ RURAL AMERICANS DO NOT SHARE PROPORTIONATELY IN PROGRAMS FUNDED BY THE FEDERAL GOVERNMENT.

★ FEDERAL SPENDING ON HUMAN RESOURCES DEVELOPMENT—PROGRAMS SUCH AS EDUCATION, HEALTH, WELFARE, VOCATIONAL REHABILITATION, MANPOWER TRAINING AND DEVELOPMENT—DISPROPORTIONATELY FAVORS METROPOLITAN COUNTIES OVER NONMETROPOLITAN AREAS.

—per capita outlays under conditions of pronounced population decline for health services are 4 times greater—welfare payments 4 times greater—manpower training and development 3 times greater—in metropolitan counties than in nonmetropolitan ones;

—nonmetropolitan counties account for 66% of all substandard housing units but receive only 16% of all Federal housing assistance;

—nonmetropolitan counties account for 50% of all children between the ages of 6 and 17 in poverty level families, but receive only 20% of all Federal child welfare service funds—24% of Federal aid to families with dependent children—26% of Federal headstart and followthrough assistance; and 41% of Federal outlays for elementary and secondary educational programs aimed at meeting the specific needs of disadvantaged children in low income areas.

★ 8 OUT OF EVERY 10 FEDERAL DOLLARS SPENT ON DEFENSE, NASA, AND AEC PROGRAMS—TOTALLING $63.9 BILLION—GO TO METROPOLITAN AREAS

★ IF RURAL REVITALIZATION IS TO BE ACHIEVED, A COMPREHENSIVE FEDERAL POLICY MUST BE ESTABLISHED AND IMPLEMENTED WHICH WOULD INSURE THAT AN EQUITABLE SHARE OF FEDERAL OUTLAYS ARE MADE AVAILABLE TO DISTRESSED NONMETROPOLITAN AREAS.

JOHN L. MCCLELLAN,
Chairman, Committee on Government Operations.

LETTER OF TRANSMITTAL

U.S. Department of Agriculture,
Economic Research Service,
Washington, D.C., December 20, 1971.

Hon. John L. McClellan,
Chairman, Committee on Government Operations, U.S. Senate, Washington, D.C.

Dear Mr. Chairman: Pursuant to your letter of March 18, 1971, to Secretary Hardin requesting a series of analyses on rural development, I am hereby transmitting a report on the distribution of Federal outlays.

In this, our second report of the series, we examine the relationship between the distribution of Federal outlays and degree of urbanization, per capita income, and trends in population and per capita income over time. Beyond the findings reported here, we hope this analysis stimulates further inquiry by other researchers.

I hope this report contributes to the Committee's work on this important issue.

Sincerely,

Linley E. Juers,
Acting Administrator.

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SUMMARY AND CONCLUSIONS

This report is concerned with the distribution of Federal outlays within the United States in fiscal year 1970. The data used for this analysis were previously compiled for the Executive Office of the President by the Office of Economic Opportunity through its Federal Information Exchange System. The information, representing outlays at the county level for all major Federal programs, offers a unique opportunity to study the geographic distribution of Federal outlays and the effects of this distribution on economic development. It provides a good basis for making inferences concerning needed changes in the geographic distribution of Federal outlays to assure equal access to government services and to promote future population redistribution.

Selected Federal programs (242 programs comprising 74.7 percent of all Federal outlays) form the basis for the analysis. The 242 Federal programs were divided into four program categories:

(1) *Human Resource Development*—consisting of programs in income maintenance (social security, welfare, etc.), education, vocational rehabilitation, health services, employment opportunities and manpower training and development, and programs for American Indians;

(2) *Community Development*—comprised of programs in urban renewal, health service construction, development loans and grants, housing loans, and transportation;

(3) *Agriculture and Natural Resources*—consisting of direct payments to farmers, conservation programs, and farm loan programs of the Department of Agriculture and the parks and forest programs of the Interior Department; and

(4) *Defense, NASA, and AEC*—consisting of all programs of the Department of Defense, the National Aeronautical and Space Administration, and the Atomic Energy Commission.

Counties were divided according to metropolitan status, as defined by the Office of Management and Budget, and urban orientation. The latter classification divides counties into six categories on the basis of population density and the percent of the population living in urban places (places over 2,500).

Though comparisons of per capita Federal outlays among groups of counties with similar characteristics were used extensively in this report, equal per capita Federal outlays among county groups does not necessarily mean that the people living in these counties receive the same quality of service. Particularly in low income, low density, rural counties per capita Federal outlays may need to be higher than in high income, densely settled urban counties because of: (1) the limited ability of low income counties to raise State and local moneys to finance government services, (2) the inability of more sparsely settled counties to achieve economies of scale (lower cost per person)

in providing comparable government services, and (3) the frequent need for more capital investment, on a per capita basis, to compensate for past inequities.

The results reported here are from an exploratory analysis of the data. Further studies now being planned will benefit from the experience gained in making this analysis and the refinements suggested by it. Nonetheless, we have learned enough from this initial study to draw the following conclusions:

(1) *Nonmetropolitan residents do not share proportionately in the distribution of outlays of many Federal programs.* Overall, nonmetropolitan areas receive about 27 percent of all outlays, though they account for 30 percent of the total population. But more important than the slight aggregate disparity, is the extent to which nonmetropolitan areas fail to share proportionately in the benefits of specific programs.

Federal spending for human resources, for example, has greatly favored metropolitan counties. This is illustrated by the following comparisons for counties experiencing pronounced population declines: (*a*) per capita Federal welfare payments were roughly four times greater in metropolitan than in nonmetropolitan counties, (*b*) per capita outlays for health services were four times greater in metropolitan counties, and (*c*) per capita Federal outlays for manpower training and development were three times greater in metropolitan counties. Despite a greater incidence of substandard housing in nonmetropolitan counties. Per capita Federal housing outlays there were only half as large as in metropolitan counties. While nonmetropolitan counties accounted for two-thirds of all substandard housing units in 1968, they received only 16 percent of all housing assistance.

The distribution of program funds for low income families with children is particularly disparate. Though nonmetropolitan areas account for about half of all children between the ages of 6 to 17 years in families with income below the poverty level, these areas received only 41 percent of the outlays for Title I of the Elementary and Secondary Education Act, 36 percent of Headstart and Headstart Follow Through, 24 percent of Aid to Families With Dependent Children, and 20 percent of all Child Welfare Services funds.

(2) *Federal outlays for Defense, NASA, and AEC far overshadow outlays for the other program categories and heavily favor the larger, higher income urban areas.* Outlays for these programs account for nearly half (42 percent) of all outlays examined. And, over $8 of every $10 spent for these programs went to metropolitan areas, leaving them with a per capita figure twice that of the nonmetropolitan counties. In the highly urban areas, per capita defense outlays were highest where population was declining fastest while in the less urbanized places higher defense outlays were associated with higher rates of population growth. Though this analysis did not seek to identify direct causal relationships between Federal program outlays and regional development, the associa-

tion of nonmetropolitan population growth with higher defense outlays is as suggestive of causation as any found in the study.

(3) *In the absence of a unified national development policy, programs narrow in scope and limited in objective are failing to effectively meet this country's development needs.* Though sparsely populated rural areas clearly have pressing human resource needs, as mentioned above, they receive a disproportionately small share of the available assistance. However, these same areas have received a significant large share of development loans (mainly for water and sewer systems, electrification, and telephones). In the long-term interest of both metro and nonmetropolitan growth, a distribution that provides a more equitable input of human resource assistance and development loans is suggested.

(4) *Federal outlays for agriculture and natural resources tend to be concentrated in nonmetropolitan counties with pronounced population declines but comparatively high per capita incomes.* On a per capita basis, such outlays were (*a*) twice as great in high income nonmetropolitan counties as in their low income counterparts and (*b*) over four times as great in counties with pronounced population declines as in fast-growing counties.

A serious reappraisal of the existing distribution of Federal outlays and the reasons for that distribution would seem necessary if we are to insure the equitable distribution of government services among all Americans and, at the same time, effectively use these programs to promote area and regional development. Those programs which would appear to have particular promise for bringing about the desired results are in the areas of: (*a*) housing, (*b*) health services, (*c*) manpower training and development, and (*d*) defense contracts and payrolls.

INTRODUCTION

The objective of this report is to describe the geographic distribution of Federal outlays within the United States and to examine the implications this distribution has for future economic development. Counties form the basis for this analysis. Counties were grouped with respect to metropolitan status, degree of urbanization, per capita income, income growth, and population growth.

RELATIONSHIP BETWEEN FEDERAL OUTLAYS AND ECONOMIC HEALTH

Interpretations of the causal relationship between Federal outlays and the economic health of a county cannot be made on the basis of this evidence alone. Advanced stages of economic development may in fact be the cause of greater Federal outlays rather than the result. Likewise, one should remember that many programs are targeted for populations that are not proportionately spread across the Nation. Thus, one would not expect outlays for poverty programs or for farm commodity programs, for example, to be distributed nationally in the same proportion as the total population. And it is not surprising to find large volumes of welfare payments accruing to low income counties and a large portion of U.S. agriculture payments accruing to sparsely settled rural counties.

There are other Federal programs, such as national defense, space exploration, and basic health research, for which the ultimate target population is the Nation. Thus, the distribution of outlays for these programs is determined not by the location of the beneficiary but by the location of an intermediate producer of the final product (e.g. the Boeing Aircraft Co. or Johns Hopkins University). Federal programs also vary according to immediate or long-term impact. Some outlays such as those for welfare purposes have their primary intended effect soon after the funds leave the Federal Government. Other outlays such as those used to finance highways or community services, yield their benefits over an extended period of time.

DIFFERENCES IN LOCAL CAPACITY

In addition to differences in program purpose and differences in the geographic distribution of intended beneficiaries, there are also important differences in local capacity—capacity to raise State and local matching moneys and capacity to realize the same benefit per dollar spent. The former is a result of income; the latter of population density. Both variables are important to many rural areas. Thus, for counties to have equal access to public service, Federal outlays for some purposes may need to be substantially higher in: (1) low-income areas where ability to provide services from State and local sources is lower than in higher income areas, (2) areas of low population density which

have a more difficult time achieving economies of scale in providing services, and (3) areas where the existing infrastructure (schools, roads, hospitals, etc.) is inadequate.

Program Selection and Classification

Data compiled for the Executive Office of the President by the Office of Economic Opportunity for fiscal year 1970 provide the basis for this analysis. Data for all Federal programs are published in *Federal Outlays in Fiscal Year 1970* by States and counties. Outlays from 242 Federal programs accruing to 2,970 counties within the 48 conterminous States are studied in this report. The Office of Economic Opportunity compiles the data through its Federal Information Exchange System in cooperation with all Federal departments and agencies.

Federal programs included in this analysis were selected on the basis of: (1) their relevance to the subject of economic development, (2) the program's relative dollar importance, and (3) the reliability of the outlay data to the county level.

OUTLAYS TOTALED $154 BILLION

Outlays under the included programs totaled $154 billion, the equivalent of ¾ of all fiscal year 1970 Federal outlays compiled in the OEO report (see table 1). Of this $154 billion, 96 percent accrued within the 2,970 counties included in this study. The 242 selected programs were grouped into four general program types: human resource development, community development, agriculture and natural resources, and defense, space, and atomic energy. Each general program type was divided into several specific program types. Each specific program type was comprised of several individual programs (see appendix table 8 for the distribution of individual program outlays). For instance, of the 105 Federal programs providing $55 billion for human resource development, there were 14 specific programs financing $2.5 billion in Federal outlays for elementary and secondary education. And of the 14 programs for elementary and secondary education, outlays for deprived children (title I of the Elementary and Secondary Education Act) comprised $1.3 billion.

TABLE 1.—FEDERAL OUTLAYS, BY PROGRAMS AND APPROPRIATIONS, ACCRUING TO COUNTIES, BY METROPOLITAN STATUS AND URBAN ORIENTATION OF COUNTY, FISCAL YEAR 1970

General and specific program type	Number of programs and appropriations: Programs	Number of programs and appropriations: Appropriations	Government agency funding program	Federal outlays fiscal year 1970 [1] (millions)	Federal outlays accruing to counties included in analysis (percent of total): Total (millions)	Metropolitan status: SMSA	Metropolitan status: Non-SMSA	Urban orientation: Highly urban	Urban	Urban orientation: Semi-isolated urban	Urban orientation: Densely settled rural	Urban orientation: Sparsely settled rural with urban population	Urban orientation: Sparsely settled rural with no urban population
Human resources development:													
Elementary and secondary education.	14	----------	HEW	$2,550.5	$2,413.1	65	35	49	20	11	6	10	5
Adult basic education	1	----------	HEW	49.8	48.3	90	10	64	31	4	1	1	(2)
Education of the handicapped	5	----------	HEW	84.3	82.0	86	14	66	23	8	1	1	(2)
Higher education payments and grants.	10	----------	HEW	580.9	565.4	69	31	50	24	15	4	6	1
Higher education loans	3	----------	HEW	304.2	300.3	79	21	66	16	10	3	4	(2)
Research grants, fellowships	19	----------	HEW, VA	1,326.1	1,279.9	92	8	79	16	3	1	1	(2)
Vocational rehabilitation	8	----------	HEW	519.6	500.2	60	40	45	17	11	7	13	6
Health services	15	----------	HEW, VA, OEO	2,282.6	2,218.3	81	19	68	20	7	2	3	(2)
Social security and other retirements.	8	----------	HEW, LABOR, RRB	37,239.1	36,135.1	67	33	52	19	10	6	9	4
Welfare	9	----------	HEW	8,150.6	7,953.6	69	31	55	14	12	5	10	4
Employment opportunities, manpower training and development.	12	----------	Labor, HEW, OEO	1,454.5	1,405.8	77	23	62	16	9	5	5	4
Programs for American Indians	1	----------	Interior	329.6	288.9	32	68	28	2	30	0	20	20
Total	105	----------		54,871.8	53,191.0	69	31	54	18	10	5	8	4
Community development:													
Urban renewal	6	----------	HUD, OEO	1,993.3	1,915.7	79	21	64	20	8	3	4	1
Health service construction	5	----------	HEW, VA	320.3	314.0	64	36	49	23	9	6	9	4
Development grants	15	7	OEO, HEW, Transp., Interior.	979.6	956.9	81	19	57	28	6	3	3	2
Development loans	13	----------	USDA, HUD, Comm. SBA.	1,737.9	1,606.0	42	58	25	19	16	8	20	12
Housing loans	18	----------	USDA, HUD, VA	14,925.3	14,194.6	84	16	68	16	8	3	4	1
Transportation	5	2	Transp.	6,005.8	5,617.8	65	35	48	17	14	5	9	7
Total	62	9		25,959.7	24,605.0	76	24	59	17	10	4	6	3

See footnotes at end of table, p. 4.

TABLE 1.—FEDERAL OUTLAYS, BY PROGRAMS AND APPROPRIATIONS, ACCRUING TO COUNTIES, BY METROPOLITAN STATUS AND URBAN ORIENTATION OF COUNTY, FISCAL YEAR 1970—Continued

General and specific program type	Number of programs and appropriations: Programs	Number of programs and appropriations: Appropriations	Government agency funding program	Federal outlays fiscal year 1970 [1] (millions)	Federal outlays accruing to counties included in analysis (percent of total): Total (millions)	Metropolitan status: SMSA	Metropolitan status: Non-SMSA	Urban orientation: Highly urban	Urban	Urban orientation: Semi-isolated [illegible]	Urban orientation: Densely settled rural	Urban orientation: Sparsely settled rural with urban population	Urban orientation: Sparsely settled rural with no urban population
Agriculture and natural resources:													
Direct payments and conservation	17	3	USDA	4,718.6	4,613.4	25	75	14	9	25	8	26	18
Loans	13	----------	USDA	3,142.0	3,103.5	12	88	4	7	28	7	31	23
Natural resources	14	4	USDA, Interior	1,335.0	1,284.1	31	69	19	6	35	3	23	14
Total	44	7	----------	9,195.6	9,001.0	21	79	12	8	27	7	27	19
Defense, NASA, and AEC:													
Defense payroll	4	----------	Defense	23,742.0	21,934.4	78	22	58	23	17	1	2	1
Defense contracts	6	----------	Defense	33,911.4	33,028.0	87	13	76	14	6	1	2	(2)
Atomic Energy Commission	----------	3	AEC	2,603.9	2,493.0	64	36	57	17	13	5	2	6
NASA	----------	2	NASA	3,681.2	3,503.7	89	11	87	11	1	1	(2)	(2)
Total	10	5	----------	63,938.5	60,959.0	83	17	69	17	10	1	2	1
Total	221	21	----------	153,968.1	147,756.0	73	27	58	17	11	4	6	3

[1] Outlays for programs and appropriations included in this analysis only and represents 74.7 percent of all Federal outlays in fiscal year 1970.

[2] Less than 1 percent.

Outlays for human resource development were comprised of funds from programs for education, health services, welfare, social security and other retirements, manpower training and development, and programs for American Indians. Community development outlays consisted of urban renewal funds, funds for health service construction, economic development grants and loans, housing loans, and transportation outlays. Outlays for agriculture and natural resources included USDA funds for direct payments to farmers and various conservation programs and Department of the Interior funds for parks and forests. Defense-related outlays, comprising all outlays from the Department of Defense, the National Aeronautics and Space Administration, and the Atomic Energy Commission, totaled $64 billion or 41.5 percent of all outlays examined. Outlays for human resource development totaled $55 billion or 35.6 percent of the total. Federal outlays for community development and agriculture and natural resources totaled $26 and $9 billion, respectively.

Table 2 lists the outlays by Federal departments and agencies. Aside from the Department of Defense, NASA, and AEC where all outlays were included, the share of outlays included in this analysis range from a low of 18.7 percent for the Department of Commerce to a high of 98.0 percent for the Department of Housing and Urban Development.[1]

[1] Department of Commerce Outlays included only outlays for the Economic Development Administration and Regional Commissions.

TABLE 2.—FEDERAL OUTLAYS BY AGENCY ACCRUING TO COUNTIES BY METROPOLITAN STATUS AND URBAN ORIENTATION OF COUNTY, FISCAL YEAR 1970

Agency	All outlays[2] (millions)	Included program outlays[1]		Federal outlays accruing to counties included in analysis[1] (percent of total)									
					Metropolitan status		Urban orientation						
		Total (millions)	As a percent of all outlays	Total (millions)	SMSA	Non-SMSA	Highly urban	Urban	Semi-isolated urban	Densely settled rural	Sparsely settled rural with urban population	Sparsely settled rural without urban population
Department of Agriculture	$14,057.9	$10,038.8	71.4	$9,733.9	20	80	10	9	25	8	29	20
Department of Commerce	1,160.1	216.6	18.7	202.9	34	66	20	15	13	14	24	14
Department of Defense	57,653.5	57,653.5	100.0	54,962.4	83	17	68	18	10	1	2	1
Department of Health, Education, and Welfare	52,536.9	49,458.4	94.1	47,972.4	69	31	53	19	10	6	9	4
Department of Housing and Urban Development	11,937.6	11,698.3	98.0	11,130.5	86	14	70	17	8	2	2	(3)
Department of the Interior	2,397.8	1,459.7	60.9	1,429.6	53	47	37	14	28	1	11	9
Department of Justice	570.0	266.8	46.3	261.2	89	11	65	30	5	(3)	(3)	(3)
Department of Labor	2,407.7	1,681.5	69.8	1,610.8	66	34	53	14	12	6	7	9
Department of Transportation	7,172.2	6,006.8	83.8	5,618.8	65	35	48	17	14	5	9	7
Atomic Energy Commission	2,603.9	2,603.9	100.0	2,493.0	84	36	57	17	13	5	2	6
National Aeronautics and Space Administration	3,681.2	3,681.2	100.0	3,503.7	89	11	87	11	1	1	(3)	(3)
Office of Economic Opportunity	759.9	728.1	95.8	704.8	77	23	65	13	8	4	6	4
Railroad Retirement Board	1,710.1	1,701.1	100.0	1,666.6	66	34	48	22	13	7	8	3
Small Business Administration	900.5	829.5	92.1	764.0	63	37	43	23	15	5	10	5
Veterans' Administration	13,410.8	5,935.1	44.3	5,701.6	86	14	71	17	7	2	2	(3)
All other agencies	33,038.2											
National total	206,004.3	153,968.1	74.7	147,756.0	73	27	58	17	11	4	6	3

[1] The difference in the total outlays of all selected programs and those accruing to counties included in the analysis represent outlays accruing to Alaska and Hawaii and those counties for which income data was not available.

[2] Includes $15,994,000 which is not actual Federal outlays but does influence the economy such as guaranteed loans, etc.

[3] Less than 1 percent.

County Classification

Of the 3,149 counties within all 50 States, 94 percent were included in the analysis of Federal outlays and economic development (table 3). Counties in Alaska and Hawaii were not included because of the uniqueness of these States. Also, a small number of counties within the 48 conterminous States were dropped from the analysis because of the lack of 1967 income data. Federal outlays accruing to these excluded counties represented only 4 percent of Federal outlays funded by programs included in this report. These counties were quite evenly distributed among the major county groups of this study.

TABLE 3.—PERCENTAGE DISTRIBUTION OF COUNTIES WITHIN METROPOLITAN STATUS AND URBAN ORIENTATION GROUPS BY SELECTED COUNTY CHARACTERISTICS

County characteristics	Metropolitan status		Urban orientation						
	SMSA	Non-SMSA	Highly urban	Urban	Semi-isolated urban	Densely settled rural	Sparsely settled rural with urban population	Sparsely settled rural, no urban population	United States
Total counties (number)	450	2,520	184	351	511	328	783	813	2,970
PERCENT OF ALL COUNTIES									
Census region:[1]									
Northeast	18.8	5.0	25.8	19.9	1.6	12.2	3.8	1.8	7.1
Northcentral	31.3	35.4	24.7	33.0	32.6	32.6	37.1	37.9	34.8
South	37.9	45.9	35.0	42.7	41.1	54.6	47.3	43.5	44.7
West	12.0	13.7	14.5	4.4	24.7	.6	11.8	16.8	13.4
Per capita income, 1967:									
Lowest decile		11.8		.3	.8	7.6	9.4	23.6	10.0
2d to 5th decile	4.0	46.5	1.1	18.2	29.3	50.6	59.1	42.4	40.0
6th to 9th decile	58.9	36.7	48.4	63.0	60.9	37.2	28.9	27.3	40.1
Highest decile	37.1	5.0	50.5	18.5	9.0	4.6	2.6	6.7	9.9
Per capita income growth, 1959–67:									
Lowest decile	4.4	9.4	3.2	3.1	14.3	3.4	7.3	12.0	8.6
2d to 5th decile	76.7	33.4	85.9	61.8	42.7	39.3	32.7	25.8	40.0
6th to 9th decile	18.4	43.8	10.9	33.4	39.5	51.5	45.8	39.4	40.0
Highest decile	.5	13.4		1.7	3.5	5.8	14.2	22.8	11.4
County population, 1970:[1]									
100,000 and over	63.2	2.0	90.9	39.9	5.3		.1		11.3
50,000 to 99,999	22.1	9.0	7.5	46.0	16.4	16.1	1.7		11.0
25,000 to 49,999	12.7	19.1	.5	12.2	30.0	55.8	19.4	.8	18.1
10,000 to 24,999	1.8	37.4	1.1	1.9	33.3	26.3	64.6	22.5	32.0
5,000 to 9,999	.2	20.7			12.3	1.5	14.1	42.3	17.6
2,500 to 4,999	0	7.9			2.7	.3	.1	22.5	6.7
Less than 2,500	0	3.9						11.9	3.3

Population growth, 1960–70:									
Less than −5.0 percent	3.1	34.0	3.3	3.1	25.0	12.5	31.0	54.3	29.3
−5.0 to 0 percent	8.0	17.2	8.1	8.3	19.0	10.4	21.6	15.5	15.8
0.1 to 13.3 percent	32.2	31.3	31.0	36.2	31.1	49.7	35.1	18.9	31.5
Greater than U.S. average (13.3 percent)	56.7	17.5	57.6	52.4	24.9	27.4	12.3	11.3	23.4
Size of principal city, 1960:[1]									
SMSA	96.7	.2	95.7	45.1	10.5	11.6	1.4	.4	14.9
25,000 to 49,999	2.9	5.1	2.2	23.3	9.7	.6	.3	----	4.7
10,000 to 24,999	.2	15.2	1.6	22.4	37.4	21.2	5.5	----	13.0
5,000 to 9,999	0	19.8	.5	6.4	24.8	36.1	29.4	.1	16.8
2,500 to 4,999	.2	23.1	----	2.5	16.4	22.4	51.5	1.9	19.6
Under 2,500	0	36.6	----	.3	1.2	8.1	11.9	97.6	31.0
Contiguity:									
Rural counties contiguous with—									
Other rural counties	----	14.7	----	----	----	15.9	17.9	21.9	12.5
Urban or semi-isolated urban	5.1	51.3	----	----	----	62.8	68.8	70.2	44.3
Highly urban	6.9	8.2	----	----	----	21.3	13.3	7.9	8.0
Urban and semi-isolated urban counties contiguous with—									
Highly urban counties	26.7	5.0	----	43.3	18.4	----	----	----	8.3
All other counties	22.4	20.4	----	56.7	81.6	----	----	----	20.7
Highly urban counties	38.9	.4	100.0	----	----	----	----	----	6.2

[1] Distribution based on 3,009 counties instead of 2,970 counties.

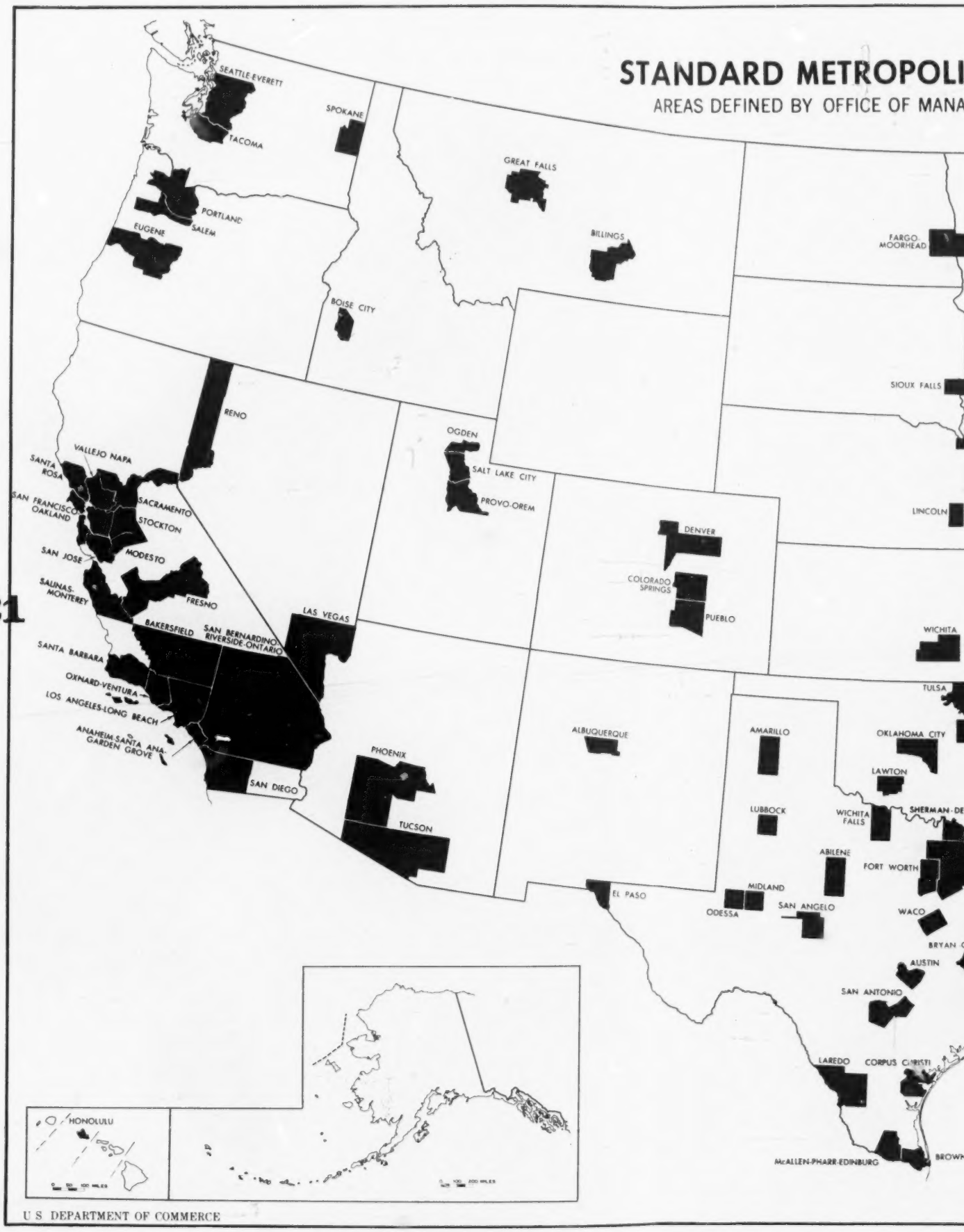
Two major groupings of counties were used: metropolitan status and urban orientation (an index of population density and the share of the population living in places of 2,500 or more). Within each of these groupings, further comparisons were made by per capita income in 1967, per capita income growth in 1959–67, population growth in 1960–70, and closeness to urbanized areas.

A word of caution concerning interpretation of these comparisons. Per capita income is a good indicator of the existing level of economic well-being for the residents of a given area. Rates of growth of both per capita income and population, in contrast, reveal nothing about the present level, only the degree of relative change that has occurred. This can be illustrated by comparing the income growth of a county having a per capita income of $3,500 in 1959 and $4,200 in 1967 with that of a county which had $1,800 per capita income in 1959 versus $2,500 in 1967. Hence, the growth rate in per capita income was greater for the poorer county, although absolute growths in incomes were exactly the same for both.

The major division of counties by metropolitan status (figure 1) and urban orientation (figure 2) was based on the *Census of Population, 1970*. The standard OMB definition of a metropolitan area was used (e.g., a county containing at least one city of 50,000 inhabitants or more, or twin cities with a combined population of 50,000 or a contiguous county that is essentially metropolitan in character and is socially and economically integrated with the central city). Counties by urban orientation are defined and discussed as follows:

(v) *Highly urban* counties—counties having either (*a*) 85 percent or more urban population (i.e., persons living in places of 2,500 or more) and 100 or more persons per square mile, or (*b*) 50 percent or more urban population and 500 or more persons per square mile—were heavily concentrated in the Northeast, had large population bases, high per capita incomes and generally high population growth rates. The Northeast contained over one-fourth of all "highly urban counties" in contrast to only 7 percent of all counties (table 3). Over 50 percent of these counties had per capita incomes in the top 10 percent of all U.S. counties and over 90 percent had 1970 populations of over 100,000 and principal cities of over 50,000 population.

(2) *Urban* counties—counties which were less than 85 percent urban and with between 100 and 499.9 persons per square mile—were contiguous to highly urban counties, suggesting that the counties could be called suburban counties. They were also heavily concentrated in the Northeast. Over 80 percent of "urban" counties ranked in the upper half of all U.S. counties with respect to 1967 per capita income, and the aggregate population growth rate during the 1960's of the "urban" county group was the highest of all county groups (see table 4). As would be expected, a major portion (86 percent) of these counties had populations of over 50,000 people. Less than 10 percent of these counties had principal cities of under 10,000 people in 1960.



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U S DEPARTMENT OF COMMERCE

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FIGURE 1

ARD METROPOLITAN STATISTICAL AREAS
EFINED BY OFFICE OF MANAGEMENT AND BUDGET, FEBRUARY 1971
22
This map presents 233 SMSA's defined prior to the 1970 Census and 14 new areas which first qualified as SMSA's as a result of the census.
These new areas are
APPLETON-OSHKOSH, WIS.
Calumet County
Outagamie County
Winnebago County
BRISTOL, CONN.
Hartford County (part)
Bristol city
Litchfield County (part)
Plymouth town
BRYAN-COLLEGE STATION, TEX.
Brazos County
CAGUAS, P.R.
Caguas Municipio
COLUMBIA, MO.
Boone County
DANBURY, CONN.
Fairfield County (part)
Danbury city
Bethel town
Brookfield town
New Fairfield town
GAINESVILLE, FLA.
Alachua County
LA CROSSE, WIS.
La Crosse County
MODESTO, CALIF.
Stanislaus County
NASHUA, N.H.
Hillsborough County (part)
Nashua city
Hudson town
OWENSBORO, KY.
Daviess County
PETERSBURG-COLONIAL HEIGHTS, VA.
Petersburg city
Colonial Heights city
Dinwiddie County
Hopewell city
Prince George County
ROCHESTER, MINN.
Olmsted County
SANTA ROSA, CALIF.
Sonoma County
Changes in the boundaries of a number of SMSA's may be expected subsequent to the tabulation of data required for a review of the present definitions.
0 100 200 300 400 500 MILES
ALBERS EQUAL AREA PROJECTION
SAN JUAN
MAYAGÜEZ
PONCE
CAGUAS
0 50 100 150
SCALE IN MILES
BUREAU OF THE CENSUS

FIGURE 2.--URBAN ORIENTATION

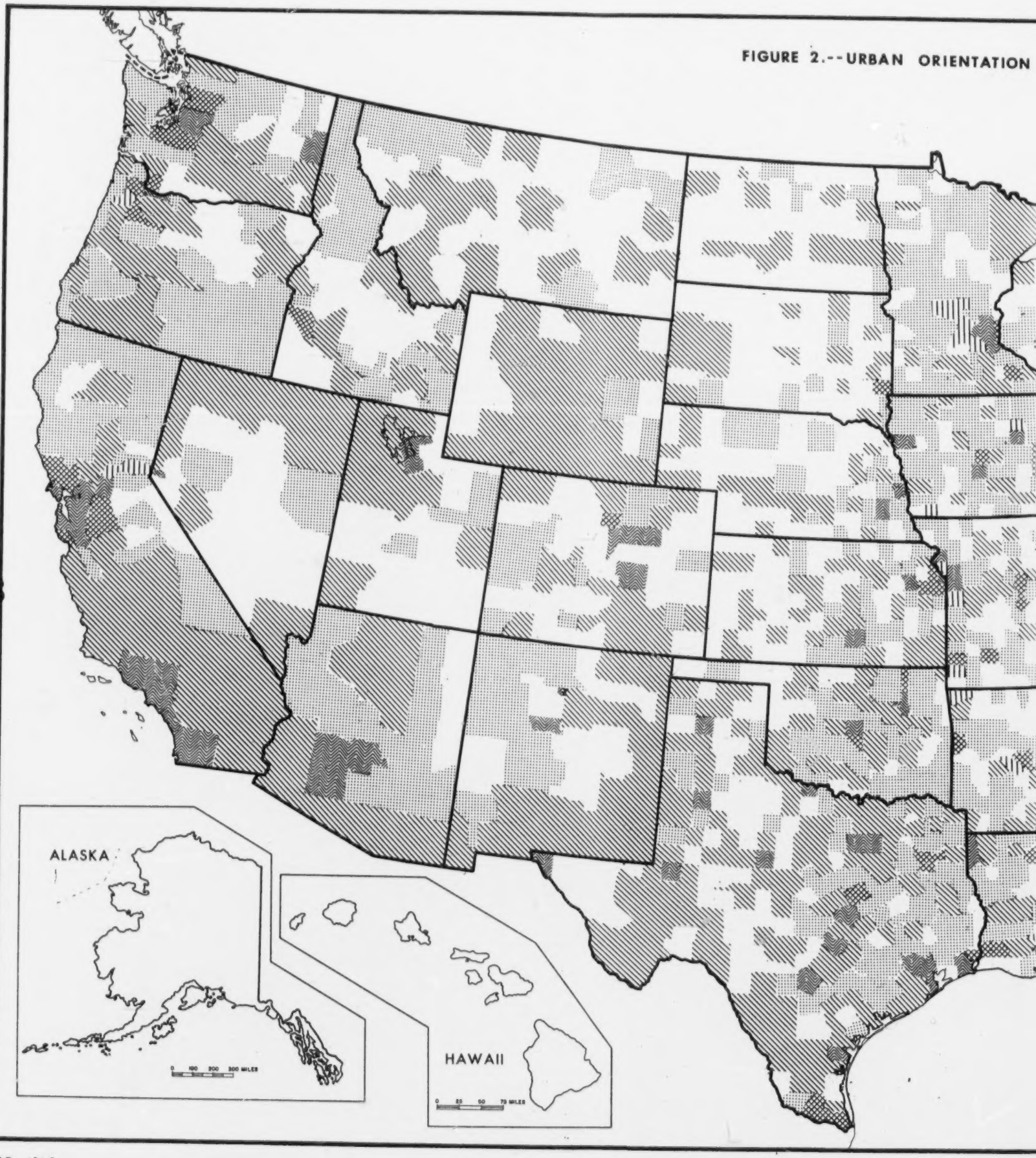

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FIGURE 2.--URBAN ORIENTATION OF COUNTIES, 1970

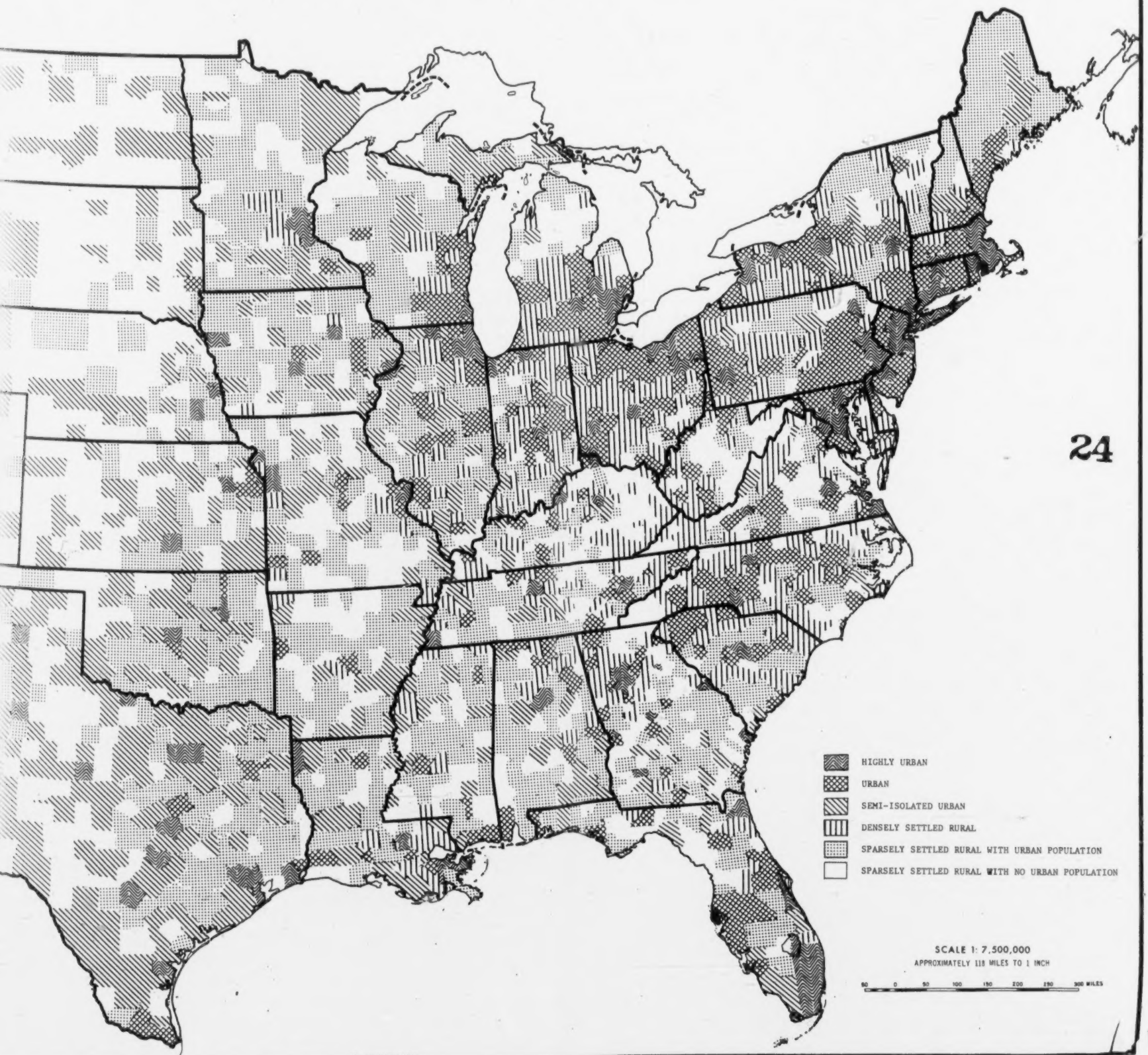
HIGHLY URBAN
URBAN
SEMI-ISOLATED URBAN
DENSELY SETTLED RURAL
SPARSELY SETTLED RURAL WITH URBAN POPULATION
SPARSELY SETTLED RURAL WITH NO URBAN POPULATION
SCALE 1: 7,500,000
APPROXIMATELY 118 MILES TO 1 INCH
50 0 50 100 150 200 250 300 MILES

TABLE 4.—POPULATION, INCOME, AND LAND AREA AS RELATED TO TOTAL FEDERAL OUTLAYS, BY METROPOLITAN STATUS AND URBAN ORIENTATION OF COUNTY, UNITED STATES

Item	United States	Metropolitan status		Urban orientation					
		SMSA	Non-SMSA	Highly urban	Urban	Semi-isolated urban	Densely rural	Sparsely settled rural with urban population	Sparsely settled rural without urban population
Number of counties	2,970	450	2,520	184	351	511	328	783	813
Population, 1970 (Number) [1]	198,250,652	138,117,042	60,133,610	105,946,125	39,438,818	19,845,357	11,646,365	15,290,799	60,83,188
Percent of United States	100.0	69.7	30.3	53.4	19.9	10.0	5.9	7.7	3.1
Growth rate, 1960–70 (percent)	12.95	16.17	6.19	15.71	16.11	11.71	7.28	1.45	−3.37
Personal income, 1967:									
Total (billion) [2]	$626.27	$482.44	$144.56	$383.42	$117.05	$54.38	$27.33	$33.14	$11.75
Percent of United States	100.0	77.0	23.1	61.2	18.7	8.7	4.4	5.3	1.9
Per capita income, 1967	$3,159	$3,493	$2,404	$3,619	$2,968	$2,740	$2,347	$2,167	$1,932
Percent of United States	100.0	110.6	76.1	114.6	94.0	86.7	74.3	68.6	61.2
Growth rate, 1959–67	54.3	45.8	56.6	45.3	79.9	50.0	56.1	57.9	59.7
Land area (square miles) [3]	2,968,164	395,276	2,572,888	117,390	209,938	806,900	180,952	834,473	818,511
Percent of United States	100.0	13.3	86.7	4.0	7.1	27.2	6.1	28.1	27.6
Density (persons per square mile)	68.1	353.4	24.3	912.5	193.9	24.9	67.6	18.7	7.8
Total Federal outlays (billion)	$147.76	$107.59	$40.17	$86.39	$25.29	$16.57	$5.23	$9.36	$4.91
Percent of United States	100.0	72.8	27.2	58.5	17.2	11.2	3.5	6.3	3.3
Per capita	$745	$779	$668	$815	$641	$835	$449	$612	$808
Per $1,000 personal income	$236	$223	$278	$225	$216	$305	$191	$282	$418
Per square mile	$49,782	$272,219	$15,613	$735,923	$120,464	$20,535	$28,903	$11,217	$5,999

[1] Includes 2,970 of the 3,149 counties in the United States. The independent cities of Virginia were included in contiguous counties. Hawaii and Alaska were excluded along with a small number of counties with no available 1967 income data.

[2] Income data computed from total personal income by counties for 1967 from the Office of Business Economics. Per capita estimates for 1967 were obtained through estimating 1968 populations by use of a linear trend in population during 1960–70.

[3] Computed from total square miles and population within each classification of counties which in some cases, includes counties excluded from the Federal outlay analysis.

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(3) *Semi-isolated urban* counties—counties which were 50 to 100 percent urban with less than 100 persons per square mile—were the most heterogeneous of all county groups (see table 3). The group ranged in 1970 population from 684,072 persons in San Bernardino County, Calif., to only 3,885 persons in Crockett County, Tex. Although more than 10 percent of these counties had principal cities with over 50,000 people in 1960, a few counties within the group had principal cities of under 2,500. Table 3 also shows that semi-isolated urban counties were widely dispersed with respect to both per capita income and population growth rates. Almost one-fourth of all semi-isolated urban counties were located in the Western Region with many of the larger California counties, such as San Bernardino, Riverside, Fresno, Santa Barbara, Monterey, and Tulare, dominating this group in terms of population and population growth rates. At the other extreme within the semi-isolated urban group were smaller counties, in terms of both population and land area, generally located in the South.

(4) *Densely settled rural* counties—counties which were less than 50 percent urban with 50 to 99.9 persons per square mile—were dispersed throughout the Eastern United States, but were almost nonexistent in the West. This group was not homogeneous with regard to per capita income, 1970 population, or population growth. However, the majority of these counties had per capita income which ranked in the lower half of all U.S. counties, and only 27.4 percent had population growth rates above the national average of 13.3 percent.

(5) *Sparsely settled rural counties with urban population*—counties which were less than 50 percent urban with less than 50 persons per square mile—were generally, characterized by 1970 populations from 10,000 to 25,000 people, principal cities in 1960 of under 10,000 people, low per capita incomes and lower than average rates of population growth. These counties were dispersed throughout the North-Central, Southern, and Western Regions with only a small number in the Northeast Region.

(6) *Sparsely settled rural counties with no urban population*—counties with no urban population and having less than 50 persons per square mile—were characterized by very small population bases (over 75 percent had 1970 populations of under 10,000 people), with generally negative population growth rates during the 1960's (almost 70 percent had negative growth rates) and low per capita incomes.

The two major classifications of metropolitan status and urban orientation are meant to supplement one another in studying the distribution of Federal outlays within the United States. Whereas metropolitan status (a SMSA-Non SMSA division) provides a more conventional classification, classification by urban orientation provides a practical framework for further study of Federal outlays among counties grouped by the selected characteristics. According to the subclassification of table 3, metropolitan counties had substantially higher

incomes, slower per capita income growth during 1959–67, and much higher population growth during the 1960's than did nonmetropolitan counties. Also, more highly urban-oriented counties had higher incomes and population growth rates than did the more rural counties.

A few of the metropolitan counties (54 of 450 total) were classified as rural counties under the urban-orientation classification and 175 of the 184 counties that were classified as highly urban according to urban orientation, were SMSA counties. On the other hand, of the 2,520 nonSMSA counties, 670 were classified as urban counties under the alternative classification. The classification of counties by metropolitan status and urban orientation and further by per capita income and population growth provide the basis for relating Federal outlays to economic development. Generally, a metropolitan county is viewed as more developed than nonmetropolitan counties and counties of high urban orientation are viewed as more developed than more rural, sparsely settled counties. Thus, in a general sense, these county classifications can be employed to relate Federal outlays to areas differing in economic development.

DISTRIBUTION OF FEDERAL OUTLAYS

In this section Federal outlays are related separately to land area, personal income, and population. Although each measure has merit in studying the distribution of Federal outlays, per capita Federal outlays are used most extensively in this report. Total outlays give an overall view of the distribution of Federal outlays across county groups whereas outlays per square mile and per $1,000 personal income provide good insights into the relationship between the volume of outlays and land area and general wealth among county groups. Per capita Federal outlays compare the distribution of Federal outlays and population distribution. The distribution of per capita Federal outlays is also presented for counties of different per capita incomes, per capita income growth rates and population growth rates for metropolitan and nonmetropolitan counties and for counties within each urban orientation group.

FEDERAL OUTLAYS TOTALED $147.7 BILLION

Federal outlays in fiscal year 1970, for the 242 programs accruing within the 2,970 counties included in this study, totaled $147.7 billion (see tables 2 and 3). Nonmetropolitan counties accounted for 27.2 percent of the total dollar outlays (figure 3). Per capita Federal outlays

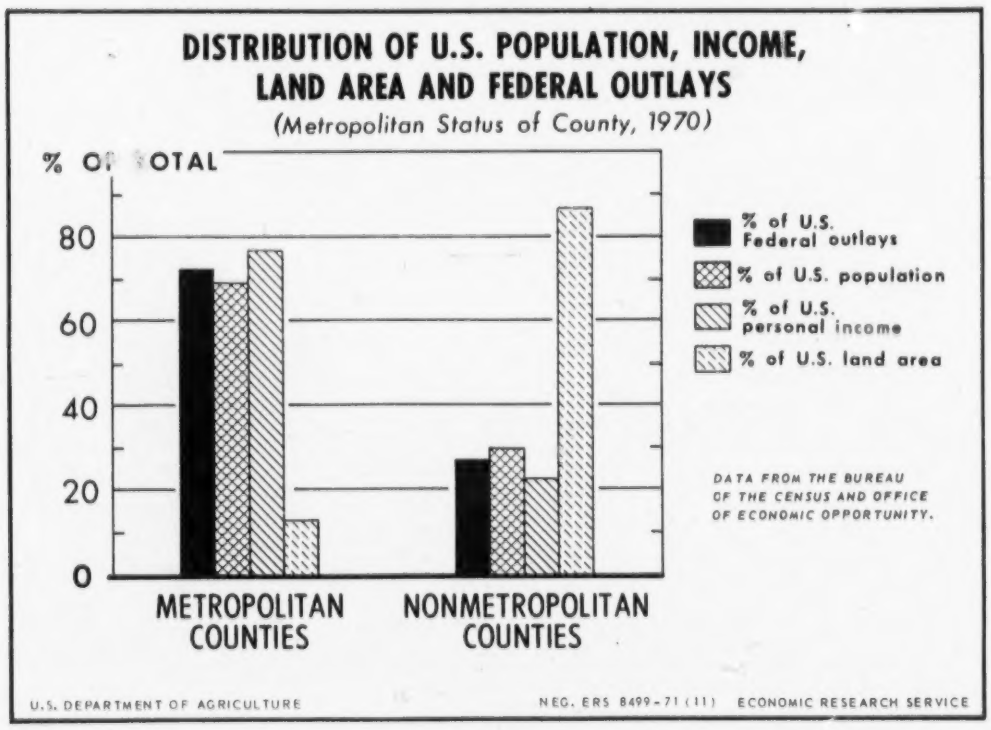
DISTRIBUTION OF U.S. POPULATION, INCOME, LAND AREA AND FEDERAL OUTLAYS
(Metropolitan Status of County, 1970)
% OF TOTAL
80
60
40
20
0
% of U.S. Federal outlays
% of U.S. population
% of U.S. personal income
% of U.S. land area
DATA FROM THE BUREAU OF THE CENSUS AND OFFICE OF ECONOMIC OPPORTUNITY.
METROPOLITAN COUNTIES
NONMETROPOLITAN COUNTIES
U.S. DEPARTMENT OF AGRICULTURE
NEG. ERS 8499-71 (11) ECONOMIC RESEARCH SERVICE

FIGURE 3

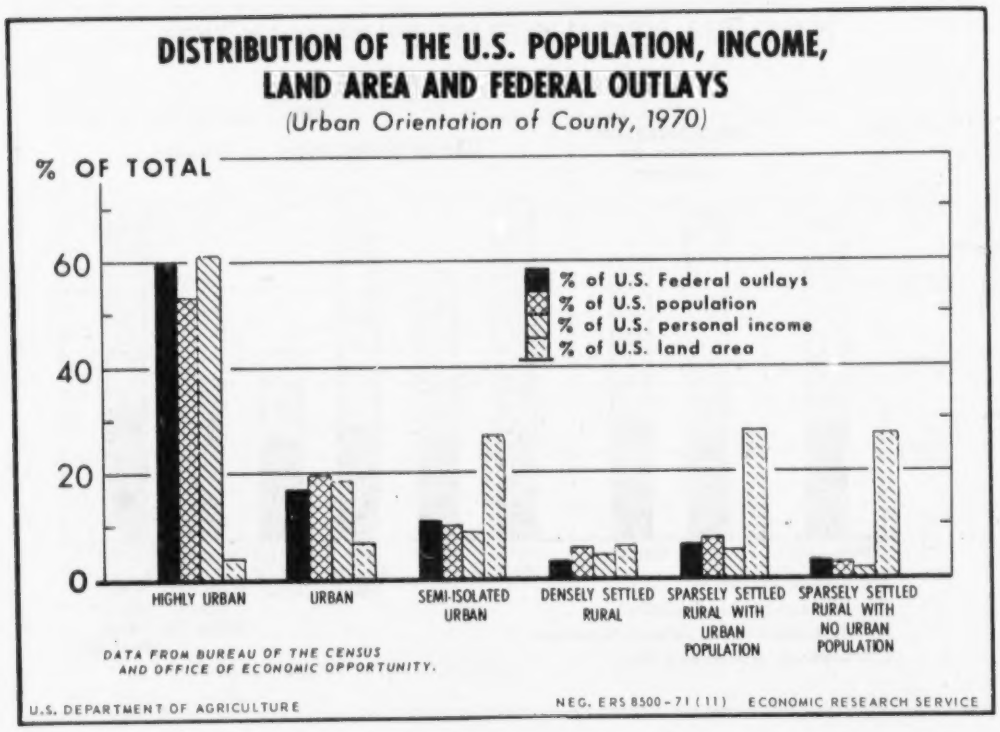
DISTRIBUTION OF THE U.S. POPULATION, INCOME, LAND AREA AND FEDERAL OUTLAYS
(Urban Orientation of County, 1970)
% OF TOTAL
60
40
20
0
% of U.S. Federal outlays
% of U.S. population
% of U.S. personal income
% of U.S. land area
HIGHLY URBAN
URBAN
SEMI-ISOLATED URBAN
DENSELY SETTLED RURAL
SPARSELY SETTLED RURAL WITH URBAN POPULATION
SPARSELY SETTLED RURAL WITH NO URBAN POPULATION
DATA FROM BUREAU OF THE CENSUS AND OFFICE OF ECONOMIC OPPORTUNITY.
U.S. DEPARTMENT OF AGRICULTURE
NEG. ERS 8500-71 (11) ECONOMIC RESEARCH SERVICE

FIGURE 4

were 14 percent lower in nonmetropolitan counties than in metropolitan counties—$668 as opposed to $779 (figure 5). On the other hand, Federal outlays per $1,000 personal income were higher in nonmetropolitan counties than in metropolitan counties ($278 as compared to $223 per $1,000 personal income). As would be expected, because of the large metropolitan-nonmetropolitan differential in population density, Federal outlays per square mile were much higher in metropolitan counties.

When viewed by urban orientation, over one-half of Federal outlays (58.5 percent) accrued to highly urban counties as opposed to only 3.3 percent of the national total accruing to sparsely settled rural counties having no urban population (figure 4). Figure 5 shows that per capita Federal outlays were highest in the semi-isolated urban counties ($835 per capita) and lowest in the densely settled rural counties ($449 per capita). Federal outlays per $1,000 personal income were highest in the sparsely settled rural counties with no urban population ($418 per $1,000 personal income), and lowest, as were per capita outlays, in the densely settled rural counties ($191 per $1,000 personal income). Federal outlays per square mile, as expected, were lowest in the sparsely settled rural counties having no urban residents and highest in the highly urban counties (figure 4).

LESS FEDERAL SERVICES IN NONMETROPOLITAN AREAS

The lower per capita Federal outlays in nonmetropolitan counties, relative to those accruing to metropolitan counties, suggest a lower

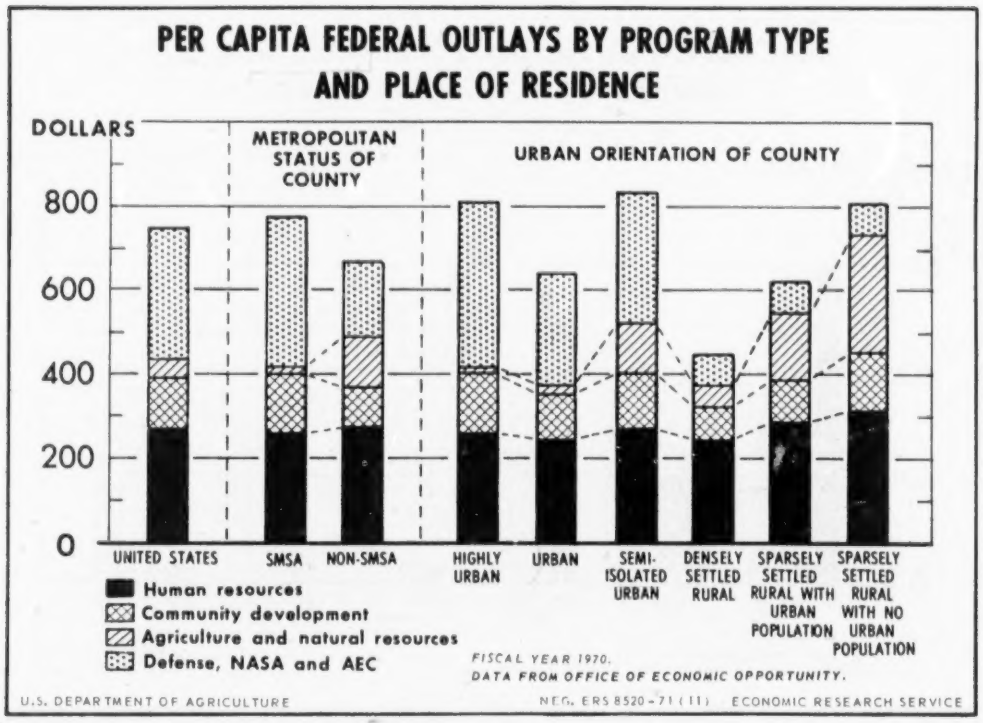

FIGURE 5

volume of federally provided services in nonmetropolitan areas. It also suggests that the economic force represented by Federal spending is not as strong in nonmetropolitan as in metropolitan areas. Whether the greater per capita Federal outlays in metropolitan counties are a cause or an effect of the prevailing higher incomes and growth rates in these counties is, of course, in question.

The distribution of per capita Federal outlays among counties by urban orientation was uneven and, in general, favored the more urban-oriented counties. For instance, per capita Federal outlays from all selected programs in the densely settled rural counties and sparsely settled rural counties with urban population were 40 and 18 percent below per capita Federal outlays over all U.S. counties, respectively (figure 5). Although per capita Federal outlays in sparsely settled rural counties with no urban population were above the national average, the population in these counties comprised only 3.1 percent of the U.S. population in 1970, whereas the population of the remaining two rural county classifications, having low per capita Federal outlays, represented 13.6 percent of the U.S. population in 1970.

SOME COUNTIES LESS FAVORED

Of all county urban orientation groups, the densely settled rural counties along with the sparsely settled rural counties with some urban residents were least favored by Federal spending. Not only are per capita Federal outlays low in these two rural county groups, popula-

tion densities are low, relative to the national average, and a large percentage of these counties are not contiguous to more urban-oriented counties with higher per capita Federal outlays. Lower population density suggests a need for greater per capita Federal outlays to provide equal access to public services. Also, the lack of contiguity to high urban counties, where over one-half of all Federal outlays accrue, suggests a minimal spillover of government services from other counties to these rural counties.

UNEVEN DISTRIBUTION OF PER CAPITA OUTLAYS

Per capita Federal outlays by general program types among metropolitan and nonmetropolitan counties and by urban orientation of counties (depicted in figure 5) provide additional insights into the uneven distribution of total per capita outlays across county groups. A large share of the differences among county groups in per capita Federal outlays can be attributed to outlays for defense, NASA and AEC and outlays for agriculture and natural resources. Although Federal outlays for human resource and community development were not evenly distributed on a per capita basis across county groups, they were far more equally distributed than total per capita Federal outlays. Per capita outlays for defense, NASA, and AEC were over twice as great in metropolitan counties as in nonmetropolitan counties and over six times as great in highly urban counties as in densely settled rural counties. On the other hand, outlays for agriculture and natural resources tended to compensate nonmetropolitan and more rural-oriented counties for the lack of defense outlays. But the offset was only partial. The densely settled rural counties were least favored by this trade-off between defense outlays and outlays for agriculture and natural resources. Per capita Federal outlays for defense, NASA, and AEC in densely settled rural counties was only 17.4 percent of such outlays in highly urban counties; on the other hand, per capita Federal outlays for agriculture and natural resources accruing to these densely settled rural counties were only 18.5 percent of such outlays accruing to sparsely settled rural counties with no urban population.

FEDERAL OUTLAYS ASSOCIATED WITH HIGH INCOME COUNTIES

Over all U.S. counties, high per capita Federal outlays were associated with high income counties and, to a lesser extent, with counties having greater than average population growth rates (figure 6). Per capita Federal outlays in counties with 1967 per capita incomes in the lowest decile (bottom 10 percent) represented only 62.4 percent of outlays in the highest income counties. Counties with rates of population growth during the 1960's greater than the national average of 13.3 percent, had per capita Federal outlays 9.9 percent above the national average of $745.[2] However, counties with population declines of over 5 percent had per capita Federal outlays greater than the fastest

[2] High per capita incomes were associated with high population growth rates resulting in a significant correlation between counties classified as high income counties and those classified as fast-growing counties. Of those counties with per capita incomes in the highest income decile, 45 percent had population growth rates above the national average. And of those counties with growth rates above the national average, 20 percent had per capita incomes ranking in the top 10 percent of all U.S. counties.

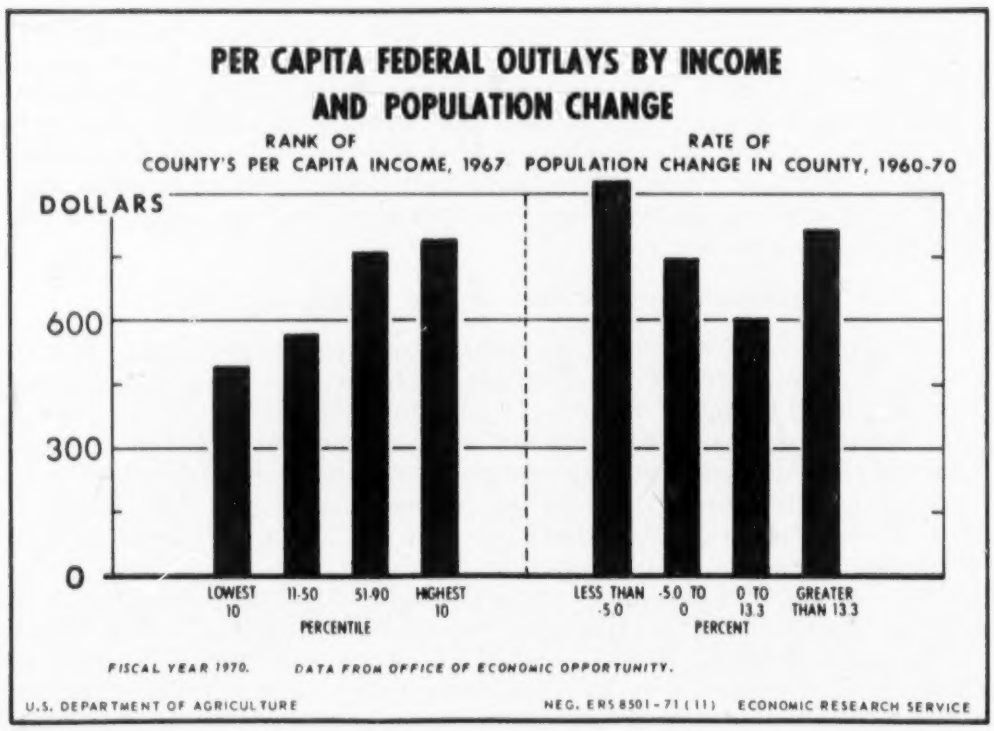

FIGURE 6

growing group of counties. These counties with rapidly declining population were, for the most part, sparsely settled rural counties with high incomes.[3]

Figure 7 contrasts per capita Federal outlays accruing to counties with rapidly declining population (greater than 5 percent decline during the 1960's) with outlays for counties with growth rates above the national average of 13.3 percent. These comparisons are made for each urban orientation group. Within urban orientation groups, the "urban" and semi-isolated urban counties were the only county groups where those counties with rapidly declining populations had per capita Federal outlays below counties with growth rates above the national average. In highly urban counties and all rural counties, the fast-growing counties had per capita Federal outlays considerably below those with rapidly declining populations.[4]

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[3] Unlike U.S. counties in general, many of the sparsely settled rural counties with high per capita incomes had rapidly declining populations during the 1960's. Of those sparsely settled rural counties with and without urban populations having incomes in the top decile of all U.S. counties, over 60 percent had population declines of over 5 percent during the 1960's. For the the sparsely settled rural counties with no urban population within the top decile of all U.S. counties with respect to per capita income, over 70 percent had rapidly declining populations during the 1960's. Most of these counties were located in the Great Plains.

[4] Although there were only 6 highly urban counties with rapidly declining populations, these counties comprised a substantial portion of the total population within the county group and illustrate the emphasis of Federal spending on declining urban areas. These rapidly declining, highly urban county units were: Orleans County, La., Suffolk County, Mass., New York County, N.Y., Potter County, Tex., Ohio County, W. Va.; and the independent city of St. Louis, Mo. Four of these units had per capita incomes in the top decile of all U.S. counties and comprised at least a large portion of four major U.S. cities—New Orleans, Boston, New York City, and St. Louis.

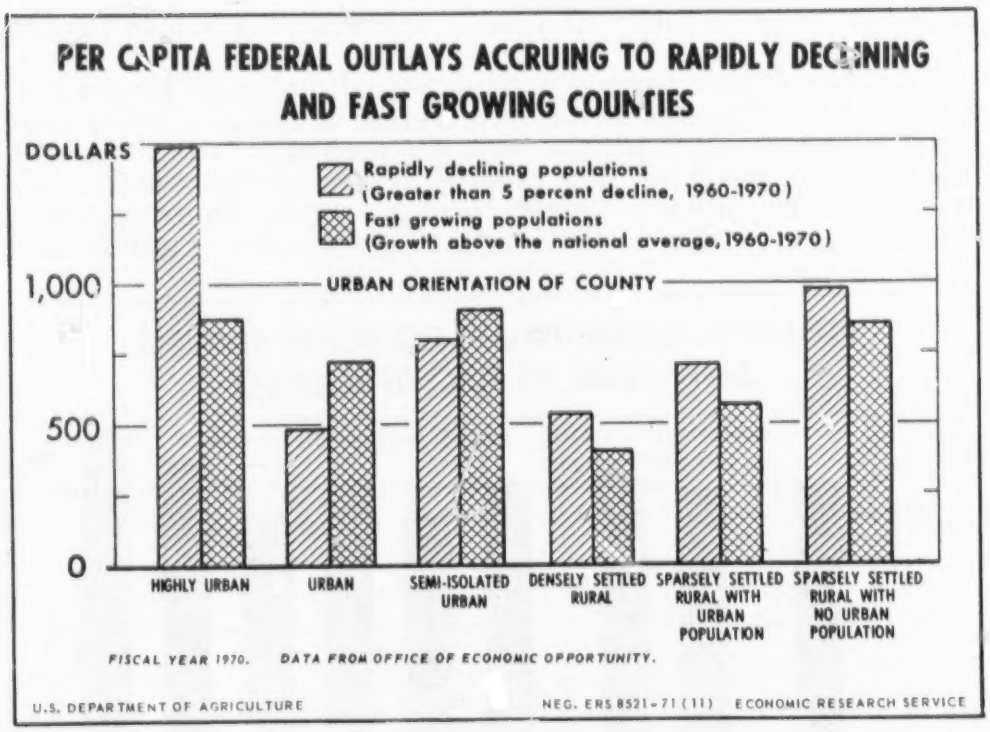
PER CAPITA FEDERAL OUTLAYS ACCRUING TO RAPIDLY DECLINING AND FAST GROWING COUNTIES
DOLLARS
1,000
500
0
Rapidly declining populations (Greater than 5 percent decline, 1960-1970)
Fast growing populations (Growth above the national average, 1960-1970)
URBAN ORIENTATION OF COUNTY
HIGHLY URBAN
URBAN
SEMI-ISOLATED URBAN
DENSELY SETTLED RURAL
SPARSELY SETTLED RURAL WITH URBAN POPULATION
SPARSELY SETTLED RURAL WITH NO URBAN POPULATION
FISCAL YEAR 1970. DATA FROM OFFICE OF ECONOMIC OPPORTUNITY.
U.S. DEPARTMENT OF AGRICULTURE
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FIGURE 7

RURAL COUNTIES WITH POPULATION DECLINES LESS FAVORED

It should be noted that per capita Federal outlays in densely settled rural counties which experienced rapidly declining populations during the 1960's were only 36 percent of outlays in highly urban counties which also experienced population declines of over 5 percent during the 1960's.

Such comparisons of Federal outlays accruing to counties with rapidly declining populations across urban-orientation groups have significant implications for development. While Federal spending within highly urban areas has strongly favored those experiencing declines, in relation to average Federal spending, such has not been the case for the other classifications.

HUMAN RESOURCE DEVELOPMENT OUTLAYS

Outlays from the 106 programs for human resource development totaled $55 billion or 35.6 percent of outlays from all selected programs in fiscal year 1970 and most human resource outlays were for income maintenance programs. Social security and other retirement benefits along with welfare payments comprised 83 percent of human resource outlays with social security and other retirement benefits comprising over two-thirds of all human resource development outlays included in this analysis (see appendix tables 6 and 7 for mix of programs within specific program types). Outlays for elementary and secondary

education comprised only 4.6 percent of outlays for human resource development.

Per capita human resource outlays from all programs ranged from a high of 118.7 percent of the U.S. average in sparsely settled rural counties with no urban population to 92.5 percent in "urban" counties, and 98.9 percent of the U.S. average in metropolitan counties contrasted to 103.0 percent in nonmetropolitan counties (figure 8). Among counties grouped by metropolitan status and population growth rates

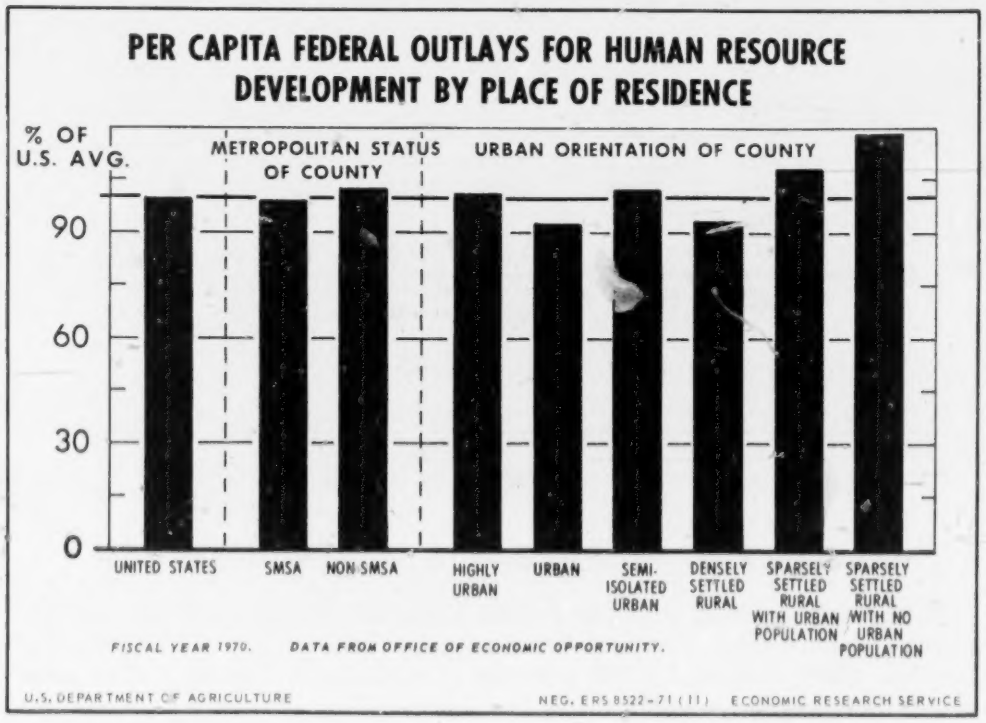

FIGURE 8

(figure 9), per capita Federal outlays for human resource development were highest in metropolitan counties with population declines in the 1960's of over 5 percent ($610) and lowest in metropolitan counties with population growth rates above the national average ($233). Whereas per capita Federal outlays were fairly equal between metropolitan and nonmetropolitan counties having growth rates above the national average, nonmetropolitan counties with population declines of over 5 percent obtained only 52 percent of the outlays accruing to metropolitan counties with declining population (see appendix table 7). Specific human resource outlays under the general program types of elementary and secondary education, social security and other retirements, welfare and manpower development, were roughly equal in

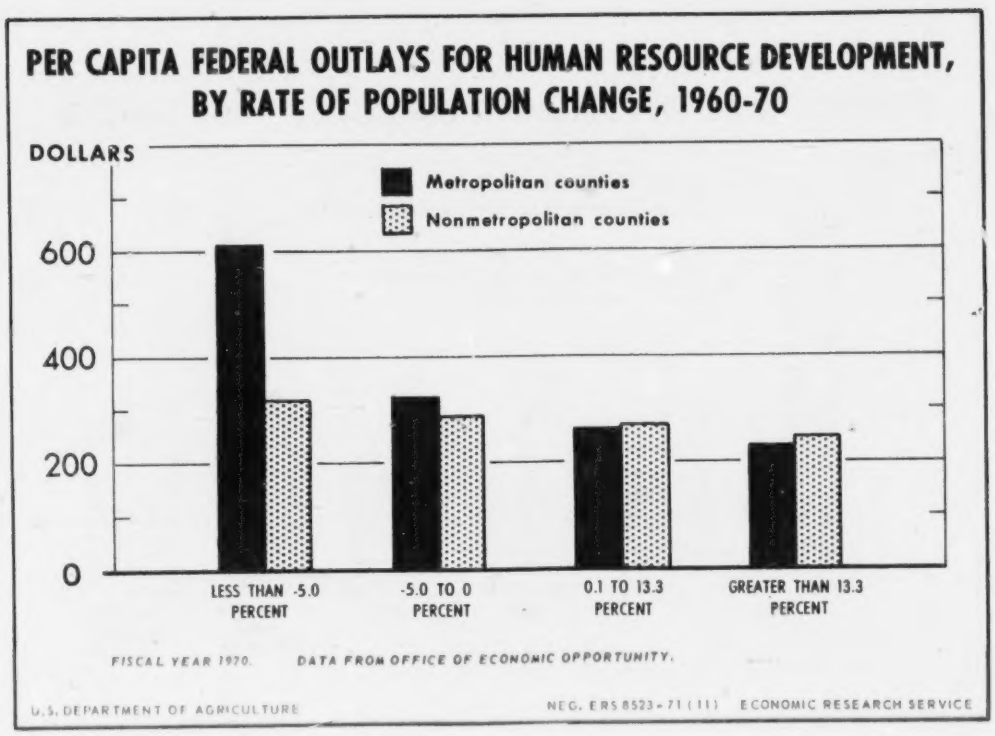

FIGURE 9

rapidly growing metropolitan and nonmetropolitan counties. But per capita Federal welfare payments in metropolitan counties with rapidly declining populations were roughly 4 times as great as in declining nonmetropolitan counties.[5] Also, per capita Federal outlays for health services in declining metropolitan counties were over 4 times as great as such outlays in nonmetropolitan counties with rapidly declining population. At the same time, Federal funds, on a per capita basis, for manpower development in rapidly declining nonmetropolitan counties were only one-third of manpower development outlays accruing to declining metropolitan counties. Federal funds for elementary and secondary education were roughly equal to rapidly declining metropolitan and nonmetropolitan counties (see appendix table 7).

IMBALANCE IN FEDERAL HUMAN RESOURCE OUTLAYS

Figure 10 suggests much the same imbalance in terms of Federal human resource outlays with respect to urban orientation of counties. Highly urban counties with rapidly declining population obtained substantially more per capita human resource outlays than any other urban orientation-growth group. The great difference between per capita Federal outlays accruing to metropolitan and nonmetropolitan counties with declining populations as well as declining counties of

[5] Again, this group of counties was dominating in terms of population and Federal spending by counties containing at least a large portion to the cities of New York, Boston, New Orleans, and St. Louis.

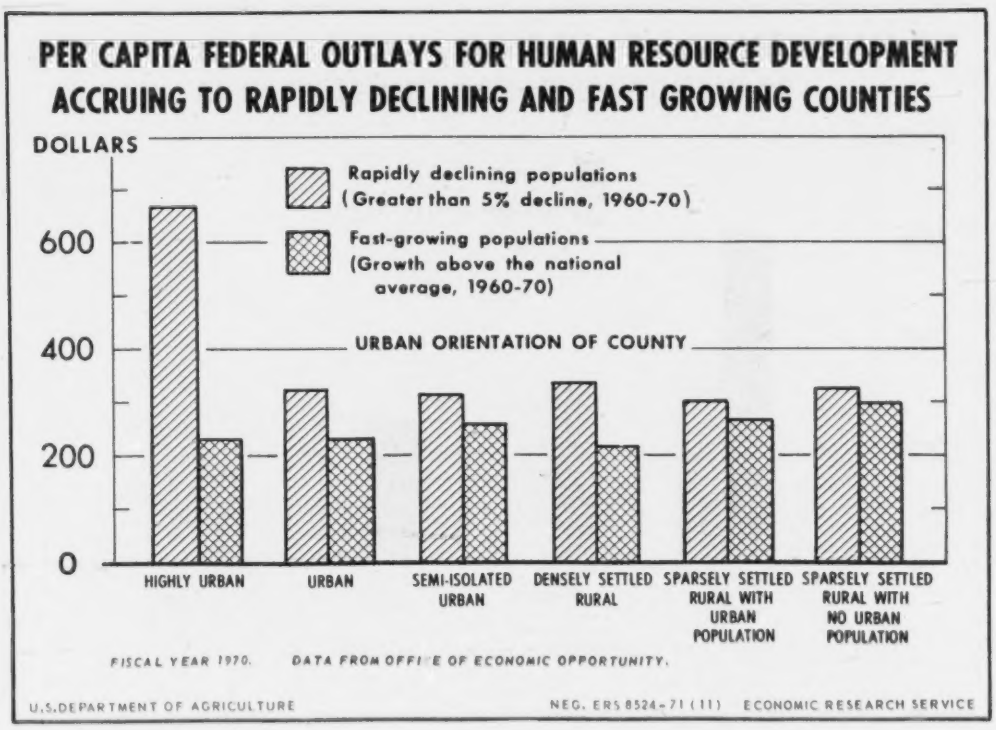
PER CAPITA FEDERAL OUTLAYS FOR HUMAN RESOURCE DEVELOPMENT ACCRUING TO RAPIDLY DECLINING AND FAST GROWING COUNTIES
DOLLARS
600
400
200
0
Rapidly declining populations (Greater than 5% decline, 1960-70)
Fast-growing populations (Growth above the national average, 1960-70)
URBAN ORIENTATION OF COUNTY
HIGHLY URBAN
URBAN
SEMI-ISOLATED URBAN
DENSELY SETTLED RURAL
SPARSELY SETTLED RURAL WITH URBAN POPULATION
SPARSELY SETTLED RURAL WITH NO URBAN POPULATION
FISCAL YEAR 1970. DATA FROM OFFICE OF ECONOMIC OPPORTUNITY.
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FIGURE 10

different urban orientations suggests the need for more Federal investment in declining nonmetropolitan and rural areas to provide not only more equal public services to the U.S. population, but aid in future development of these nonmetropolitan, rural areas.

COMMUNITY DEVELOPMENT OUTLAYS

Per capita outlays for community development were much higher in metropolitan than in nonmetropolitan counties—$136 in metropolitan counties in contrast to $98 in nonmetropolitan counties. In general, higher per capita community development outlays were associated with highly urban-oriented counties. But sparsely settled rural counties with no urban population also had per capita community development outlays greater than the national average (figure 11).[6] As was the case with per capita Federal outlays for human resource development, per capita Federal outlays for community development was lowest in the densely settled rural counties (only 62 percent of the national average). Metropolitan and nonmetropolitan counties with rapidly declining population showed little differences in per capita

[6] However, the mix of community development outlays (see appendix table 6, p. 38) in highly urban counties and in sparsely settled rural counties with no urban population was quite different. In the highly urban counties, 66 percent of outlays for community development were outlays for housing loans in contrast with only 22 percent in sparsely settled rural counties with no urban population. On the other hand, transportation outlays comprised 18 and 48 percent of community development outlays in highly urban and sparsely settled rural counties with no urban population, respectively.

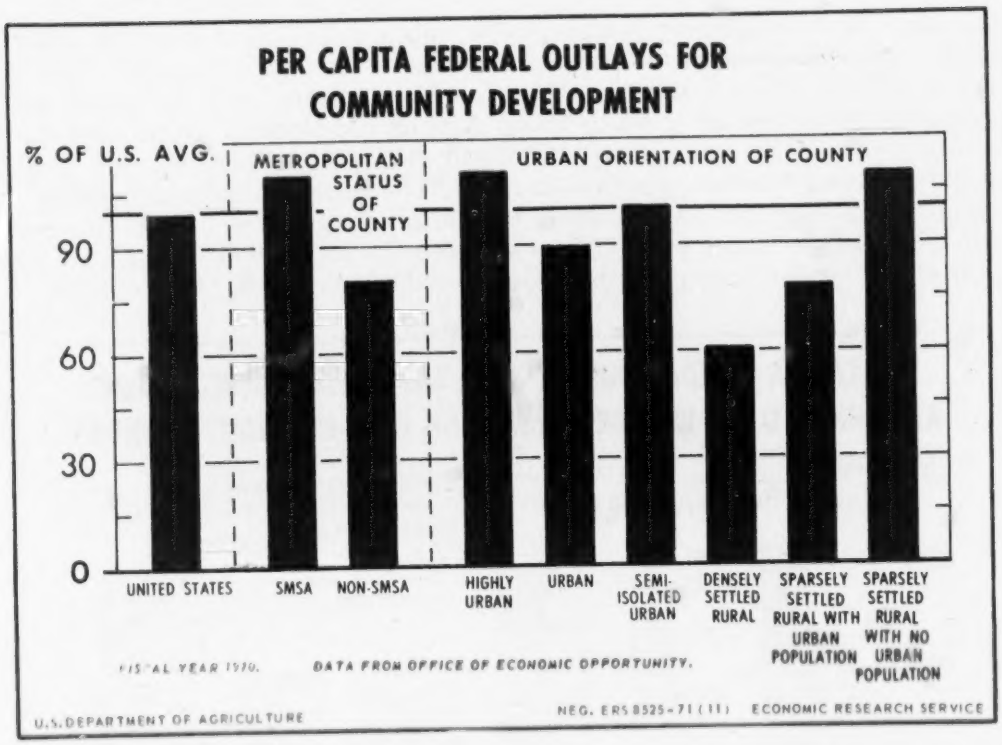

FIGURE 11

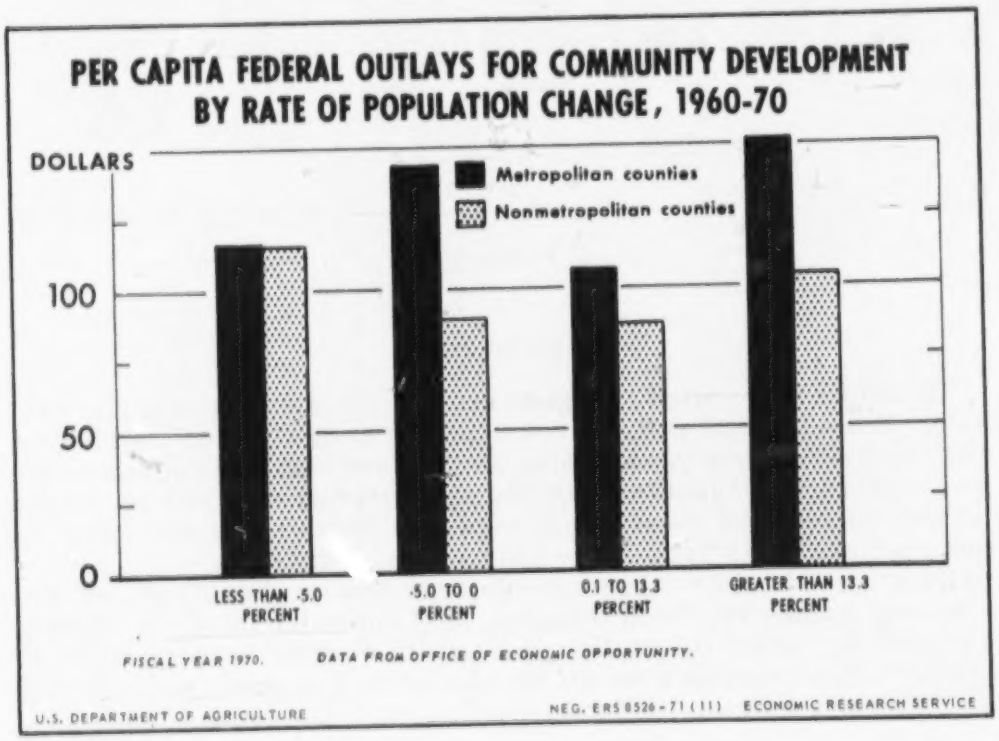
PER CAPITA FEDERAL OUTLAYS FOR COMMUNITY DEVELOPMENT BY RATE OF POPULATION CHANGE, 1960-70
DOLLARS
Metropolitan counties
Nonmetropolitan counties
100
50
0
LESS THAN -5.0 PERCENT
-5.0 TO 0 PERCENT
0.1 TO 13.3 PERCENT
GREATER THAN 13.3 PERCENT
FISCAL YEAR 1970. DATA FROM OFFICE OF ECONOMIC OPPORTUNITY.
U.S. DEPARTMENT OF AGRICULTURE
NEG. ERS 8526-71 (11) ECONOMIC RESEARCH SERVICE

FIGURE 12

outlays for community development (figure 12). But for the other three growth groups, metropolitan counties had substantially higher per capita outlays for community development than nonmetropolitan counties with similar growth rates. Among counties by urban orientation, per capita community development outlays favored the fast-growing, more urban-oriented counties. The rapidly declining, densely settled rural counties obtained the smallest volume of community development outlays which represented only 55 percent of the volume obtained in the fast-growing, highly urban counties (figure 13).

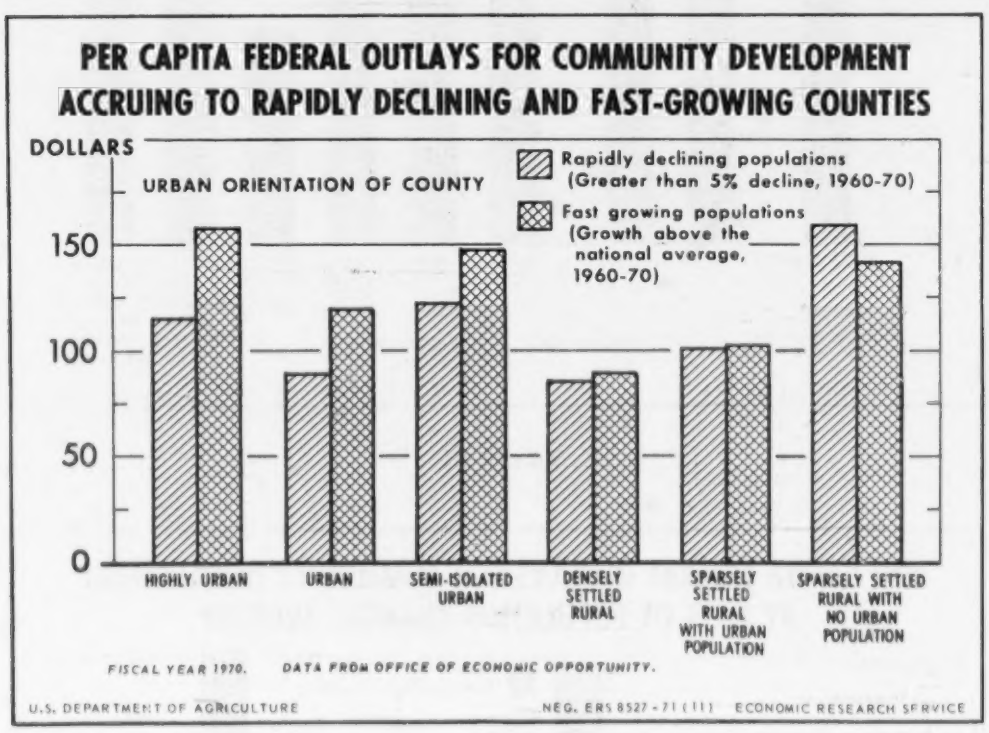
PER CAPITA FEDERAL OUTLAYS FOR COMMUNITY DEVELOPMENT ACCRUING TO RAPIDLY DECLINING AND FAST-GROWING COUNTIES
DOLLARS
URBAN ORIENTATION OF COUNTY
Rapidly declining populations (Greater than 5% decline, 1960-70)
Fast growing populations (Growth above the national average, 1960-70)
150
100
50
0
HIGHLY URBAN
URBAN
SEMI-ISOLATED URBAN
DENSELY SETTLED RURAL
SPARSELY SETTLED RURAL WITH URBAN POPULATION
SPARSELY SETTLED RURAL WITH NO URBAN POPULATION
FISCAL YEAR 1970. DATA FROM OFFICE OF ECONOMIC OPPORTUNITY.
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FIGURE 13

HOUSING LOANS

Housing loans were the largest specific program type with the community development category (see table 1) and exhibited the greatest differential between metropolitan and nonmetropolitan counties—$86 per capita in metropolitan counties as contrasted with $38 per capita in nonmetropolitan counties (see appendix table 6). For counties with population growth rates above the national average, per capita housing loans totaled $106 in metropolitan counties versus only $50 in fast-growing nonmetropolitan counties (see appendix table 7). Among counties by urban orientation, per capita Federal housing loans in highly urban counties were almost three times as great as in densely settled rural counties—$91 compared to only $31 (figure 14).

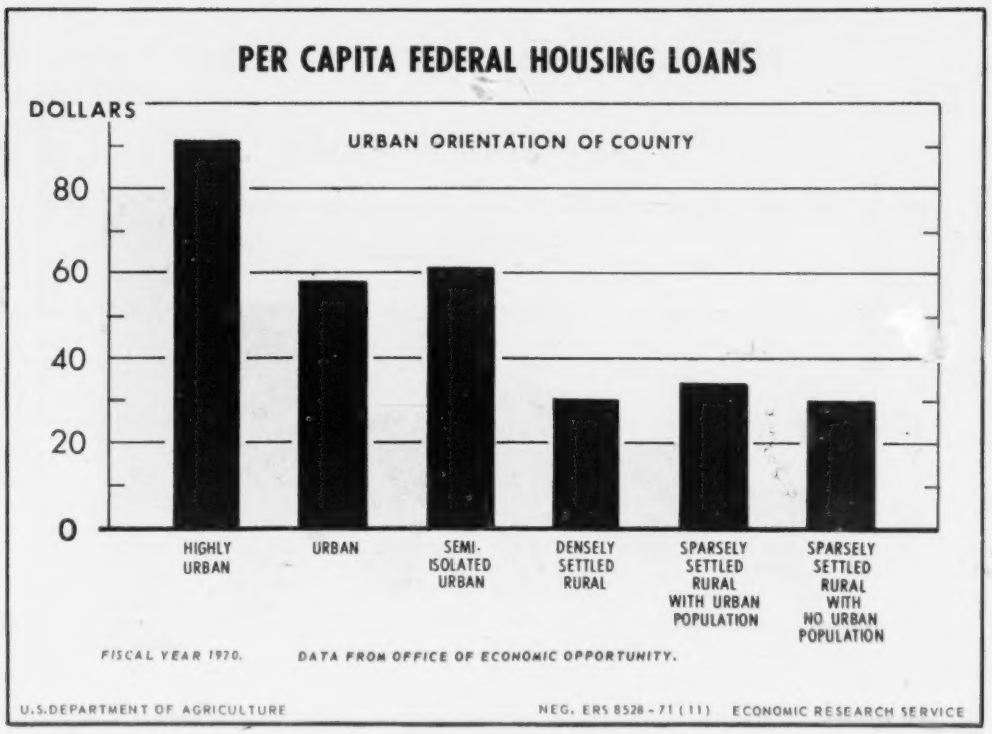

FIGURE 14

PER CAPITA DEVELOPMENT LOANS FAVORED RURAL-ORIENTED COUNTIES

Unlike loans for housing, per capita development loans favored the more rural-oriented counties. Such loans in sparsely settled rural counties with no urban population were 4 times the national average (figure 15). In these counties, development loans comprised 23 percent of all community development outlays as compared to 6 percent for the Nation as a whole. On the other hand, housing loans in these counties comprised only 22 percent of all community development outlays as compared to 58 percent for the Nation as a whole. Per capita transportation outlays were over twice as large as in highly urban counties (see appendix table 6).

AGRICULTURE AND NATURAL RESOURCE OUTLAYS

Per capita Federal outlays for agriculture and natural resources totaled $45 for the United States in fiscal year 1970. They averaged $14 per capita in metropolitan counties and $118 per capita in nonmetropolitan counties (figure 16). By urban orientation groups, they were substantially higher in the two sparsely settled rural county groups than in any other group. But, such outlays accruing to densely settled rural counties were only slightly above the national average and less than one-half of outlays in semi-isolated urban counties. Although semi-isolated urban counties were termed urban, many were rural in

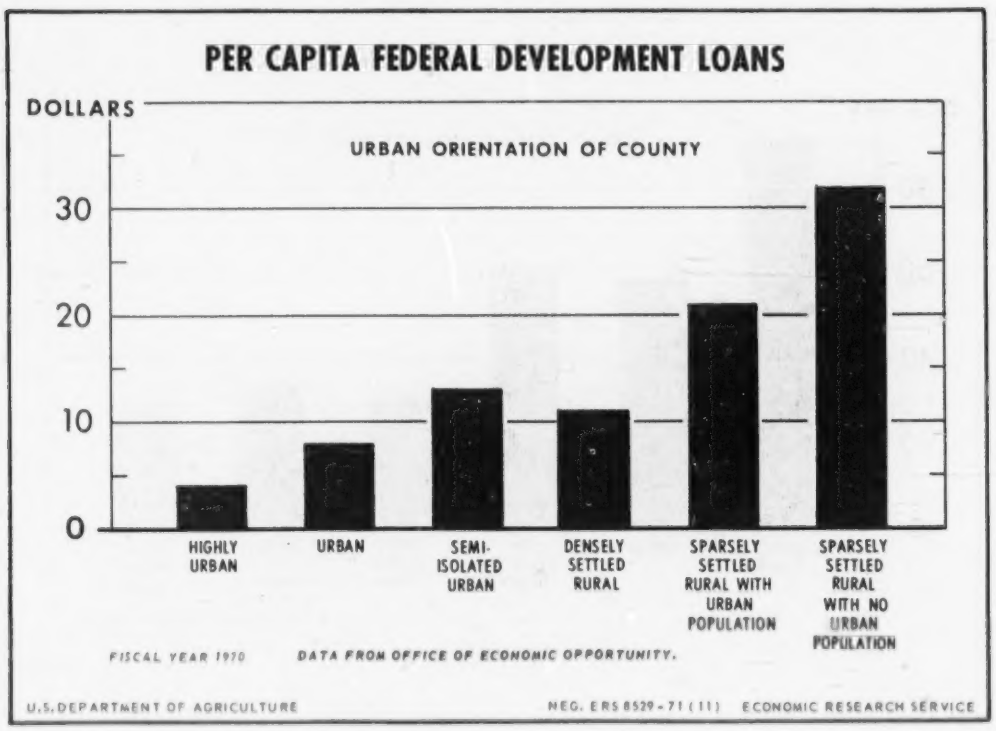

FIGURE 15

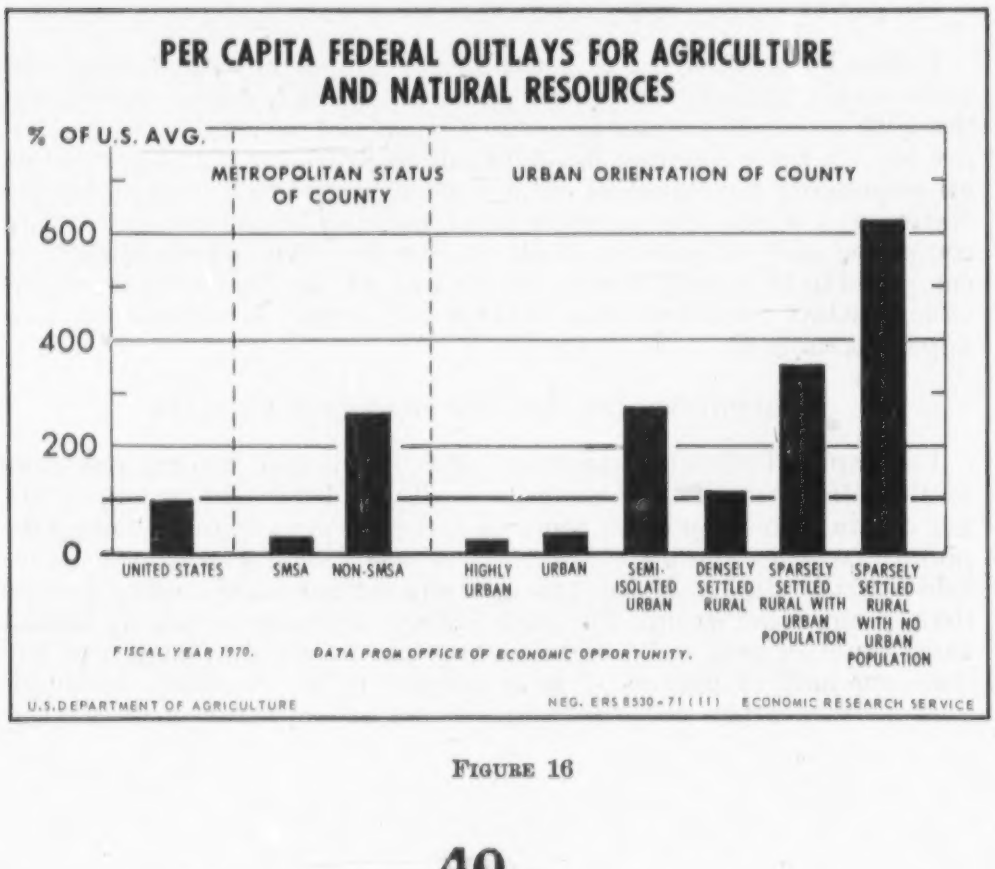

FIGURE 16

many important respects, explaining their high ranking in per capita Federal outlays for agriculture and natural resources.

OUTLAYS THREE TIMES AS HIGH

Such outlays accruing to nonmetropolitan counties were almost 3 times as high in counties with per capita incomes in the highest decile as in lowest income decile counties (figure 17). By population growth

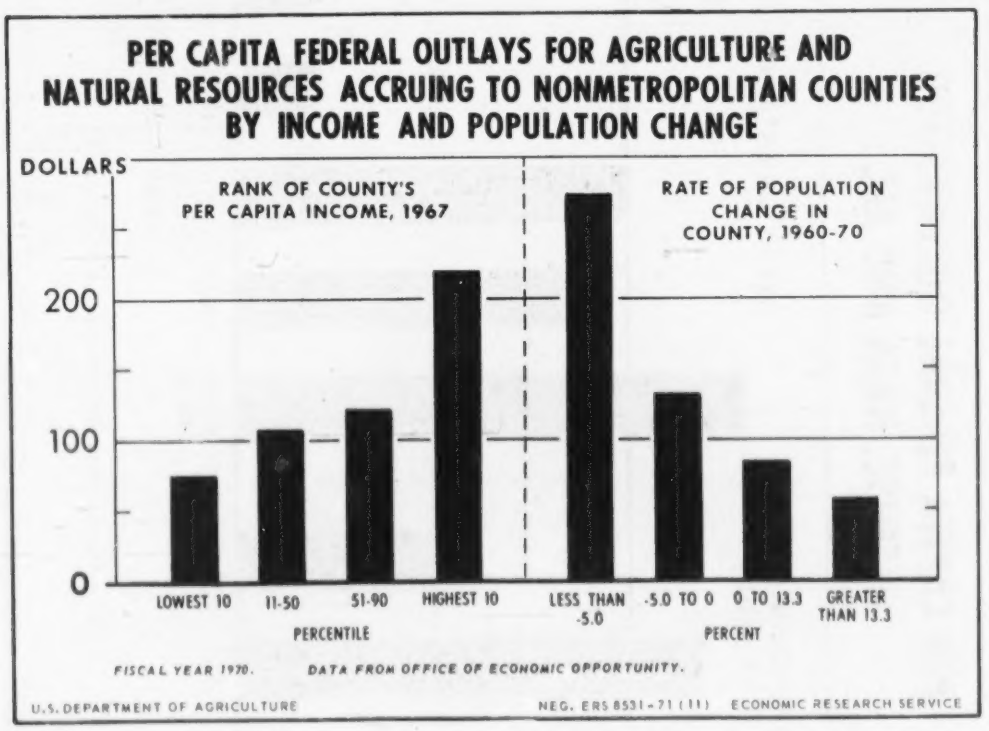

FIGURE 17

groups for nonmetropolitan counties, per capita outlays were almost 5 times as great in counties with population declines of greater than 5 percent in the 1960's as in counties growing faster than the national average. These relationships suggest that in areas with high agriculture payments, a high outmigration of poor, unskilled people has resulted in declining populations and high per capita incomes.

DEFENSE OUTLAYS

Although not generally thought of as outlays for economic development, defense outlays (outlays from the Department of Defense, NASA, and AEC) were included here because of their relative magnitude. In fiscal year 1970, they totaled $63.9 billion, almost one-half of all outlays included in this report. U.S. counties experiencing greater than average defense outlays tended to be metropolitan counties and highly urban-oriented counties. Per capita defense outlays, as a percent of the U.S. average of $307, were 118.6 and 57.7 percent for metropolitan counties and nonmetropolitan counties, respectively (figure 18). By urban orientation, per capita defense outlays ranged from

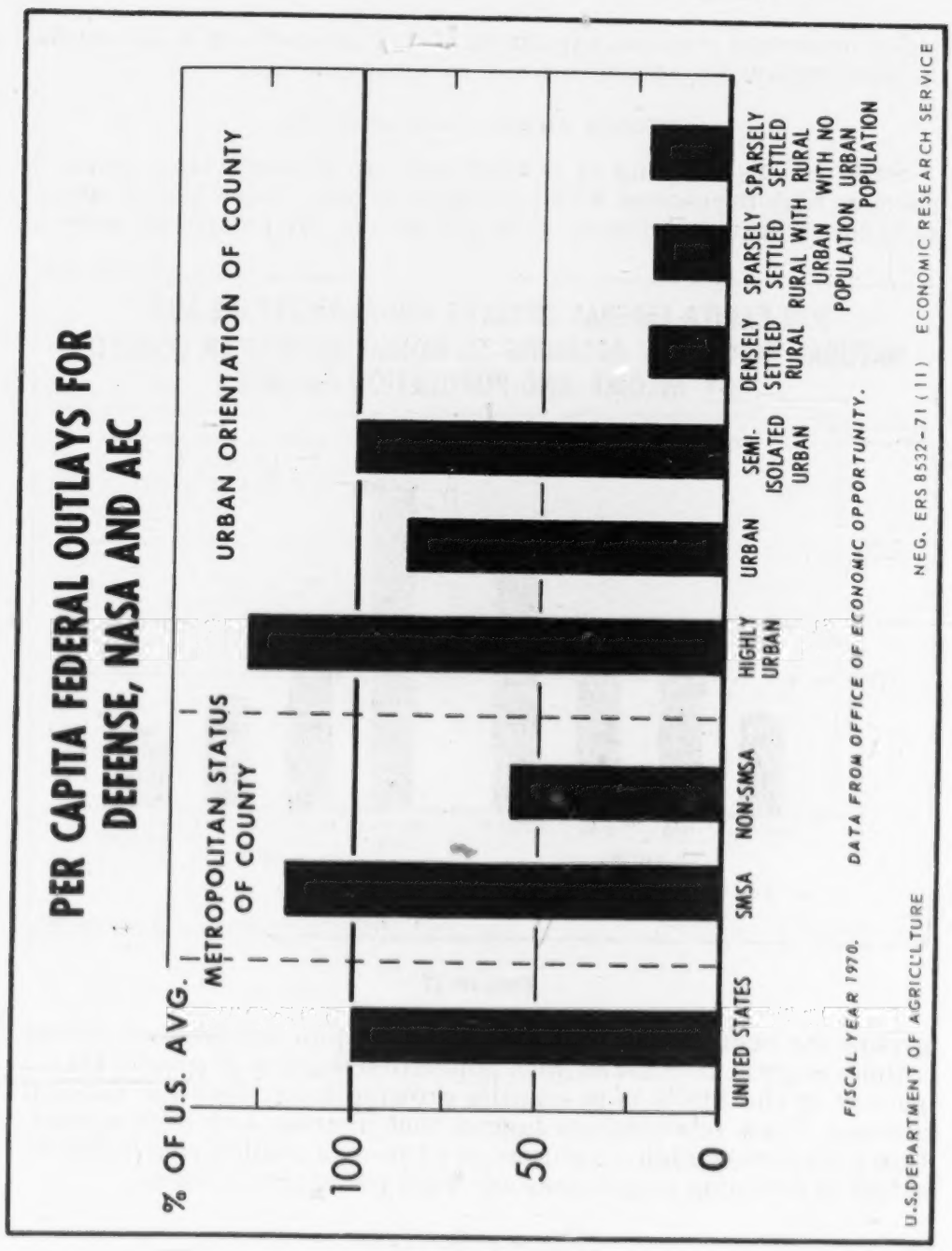

FIGURE 18

129.3 percent of the national average for highly urban counties to only 21.2 percent for sparsely settled rural counties with an urban population. Per capita defense outlays in densely settled rural counties represented only 22.5 percent of the national average of $307 and only 17.4 percent of per capita defense outlays accruing to highly urban counties.

Defense Department payrolls, on a per capita basis, were $44 in counties with population declines of over 5 percent in contrast to $160 for counties with population growth-rates above the national average (appendix table 6). Defense contracts ranged from $147 per capita in rapidly declining counties to $215 per capita in fast-growing counties. Both NASA and AEC outlays also greatly favored fast-growing counties.

DEFENSE SPENDING FAVORED METRO COUNTIES

Per capita defense spending heavily favored metropolitan counties across all growth groups with per capita outlays in metropolitan counties with rapidly declining populations being over 11 times greater than in nonmetropolitan counties having rapidly declining populations (figure 19). Also, per capita defense spending strongly favored rapidly declining, highly urban counties. and fast-growing urban and semi-isolated urban counties (figure 20). As was the case with community development outlays, per capita defense outlays were lowest in rapidly declining, densely settled rural counties (appendix table 7). The smallest metropolitan-nonmetropolitan difference in per capita defense outlays was in counties which experienced population growth in the 1960's.

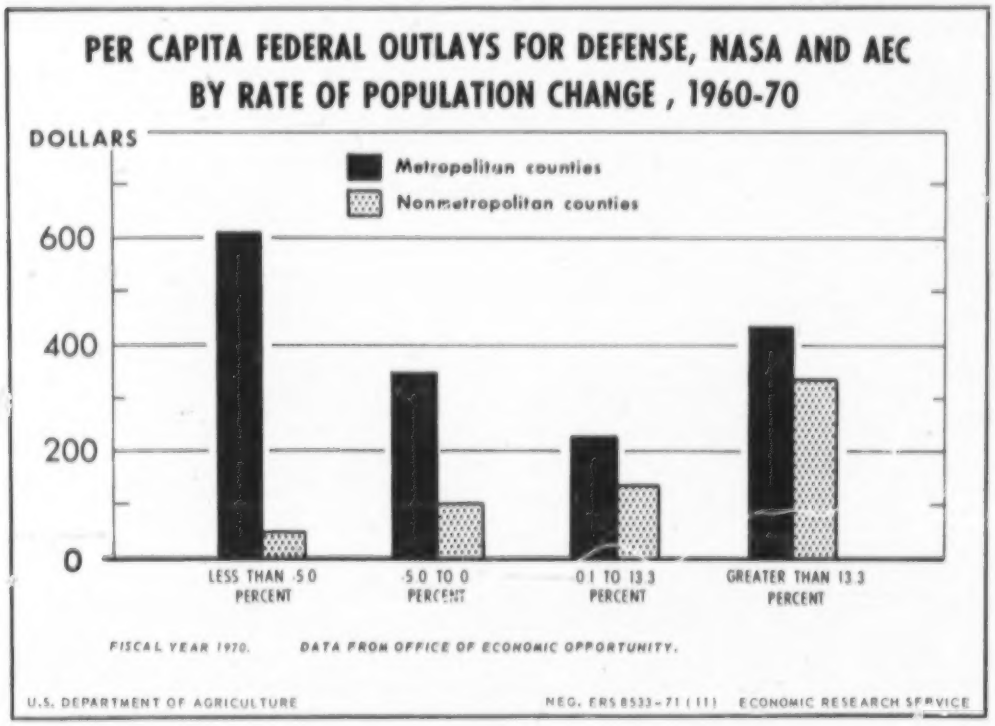

FIGURE 19

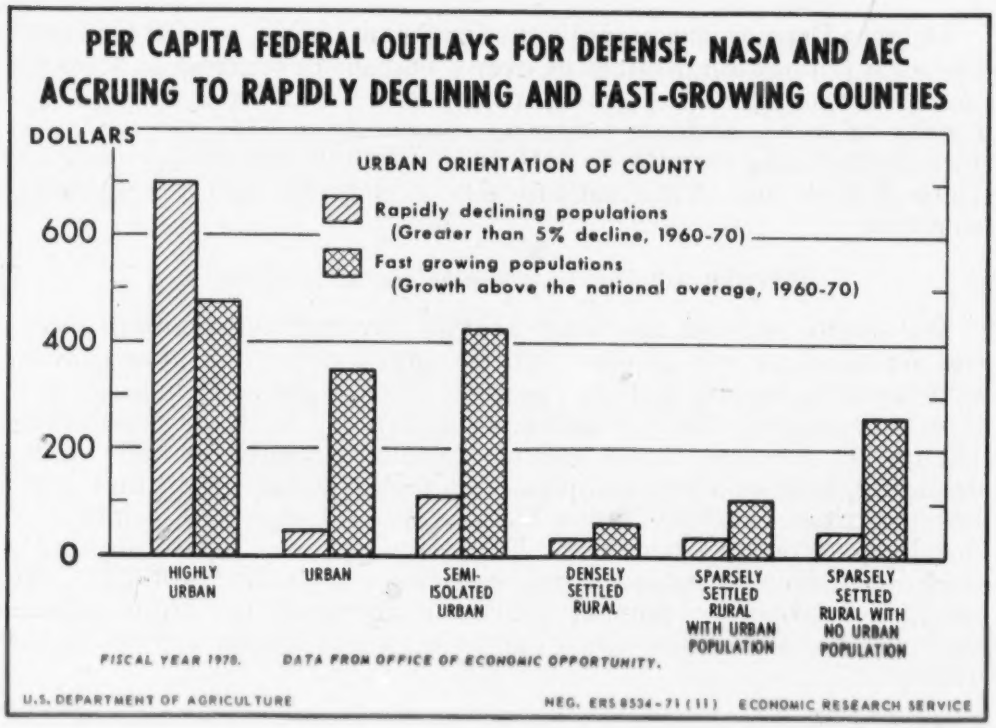
PER CAPITA FEDERAL OUTLAYS FOR DEFENSE, NASA AND AEC ACCRUING TO RAPIDLY DECLINING AND FAST-GROWING COUNTIES
DOLLARS
600
400
200
0
URBAN ORIENTATION OF COUNTY
Rapidly declining populations (Greater than 5% decline, 1960-70)
Fast growing populations (Growth above the national average, 1960-70)
HIGHLY URBAN
URBAN
SEMI-ISOLATED URBAN
DENSELY SETTLED RURAL
SPARSELY SETTLED RURAL WITH URBAN POPULATION
SPARSELY SETTLED RURAL WITH NO URBAN POPULATION
FISCAL YEAR 1970. DATA FROM OFFICE OF ECONOMIC OPPORTUNITY.
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FIGURE 20

APPRAISAL OF SPECIFIC PROGRAMS

This section goes into the effectiveness of selected programs having well-defined target groups, in distributing Federal outlays between metropolitan and nonmetropolitan areas. It also underscores some of the problems inherent in such appraisals.

To more adequately appraise program equitability with respect to geographic areas, not only must the specific objective of each program be known, but also data to measure the target groups of each program must be available. Equity in the distribution of funds among metropolitan and nonmetropolitan areas is defined here as equal funds per individual or unit within the target group. This definition does not consider metropolitan-nonmetropolitan differences in State and local revenues and population density (i.e., the difference in both the ability and effort to finance public services of State and local governments as well as the differences in the quantity of public outlays from all sources (local, State, and Federal) to provide equal services).

However, it does offer a more precise measure than equal per capita outlays by program types, as considered in the last section. For instance, school-age children from poverty families are the target group for title I funds from the Elementary and Secondary Education Act of 1965, which has as its objective improving and expanding educational programs to meet the specific needs of disadvantaged children in low-income areas. Thus, an equitable distribution of title I funds among metropolitan and nonmetropolitan counties is defined as one equal to the metropolitan-nonmetropolitan distribution of poor, school-age children.

Another example is pertinent. The target group for funds from Manpower Development and Training-Institutional Training of the Department of Labor, which has the objective of providing classroom occupational training and related supportive services for unemployed and underemployed persons who cannot obtain appropriate full-time employment, is the number of unemployed and underemployed persons. Funds from the manpower programs should logically be distributed to metropolitan and nonmetropolitan areas on the basis of the number of unemployed and underemployed persons residing in each area.

In this section, the percentage of specific groups of persons in poverty, employment categories, and educational attainment groups residing in metropolitan and nonmetropolitan areas is used as a "proxy" for target groups for selected programs in human resource development (table 5). The percentage distribution of substandard housing units in metropolitan and nonmetropolitan areas in 1968 is used to provide

rough insights into equity in providing housing funds between the two broad categories. Target groups are not available from the *Census of Population, 1970*, for counties by urban orientation, precluding analysis of specific programs by county urban orientation.

TABLE 5.—PERCENTAGE DISTRIBUTION OF SELECTED POPULATIONS, SUBSTANDARD HOUSING, AND FEDERAL OUTLAYS FOR SELECTED PROGRAMS AMONG METROPOLITAN AND NONMETROPOLITAN AREAS

[In percent]

Item	Agency	Metropolitan	Non-metropolitan
Total populafion [1]		64.9	35.1
Poverty population:			
Total		50.7	49.3
Less than 6 years in age		53.6	46.4
6 to 17 years in age		50.0	50.0
65 years in age and older		48.7	51.3
Under 18 years in age in female headed households		63.7	36.3
Unemployed persons, 16 years and over		65.2	34.8
Adults with less than 8 years of schooling		54.7	45.3
Substandard housing units, 1968 [2]		33.9	66.1
Human resource development:			
Deprived children education (title 1)	HEW	59	41
Headstart and Headstart follow-through	HEW	64	36
Basic adult education	HEW	90	10
Higher education opportunity grants	HEW	67	33
Neighborhood health centers	OEO	89	11
Old age assistance	HEW	53	47
Aid to families with dependent children	HEW	76	24
Child welfare services	HEW	80	20
MDTA—Institutional training	Labor	63	37
Neighborhood Youth Corps	do	69	31
Community development:			
Basic water and sewer facility loans	HUD	72	28
Public facility loans	HUD	26	74
Grants and loans for development facilities	Comm	15	85
Small business financial assistance program	SBA	59	41
Low to moderate income housing loans	USDA	16	84
Mortgage insurance for low to moderate income housing loans, market rate of interest	HUD	69	31
Mortgage insurance for low to moderate income housing loans, below market rate of interest	HUD	93	7

[1] Population data from U.S. Bureau of Census, Current Population Reports, series P–23, No. 37, "Social and Economic Characteristics of the Population in Metropolitan and Nonmetropolitan Areas: 1970 and 1960," U.S. Government Printing Office, Washington, D.C., 1971.

[2] U.S. Department of Agriculture, Economic Research Service, Agricultural Economic Report No. 193, Rural Housing: Trends and Prospects, U.S. Government Printing Office, September 1970. In the report standard housing was defined as not dilapidated with all plumbing facilities.

School-age children (6–17 years of age) from poverty families are more heavily concentrated in nonmetropolitan areas than are funds under the 1965 education act. The same is true of the number of preschool poor children relative to outlays for Headstart and Headstart Follow Through. With regard to outlays for adult basic education, these funds were far more heavily concentrated in metropolitan areas than were adults with 8 years of schooling or less. In general, if these poverty groups are reasonable indicators of target groups, nonmetropolitan areas should be getting a larger share from these education programs.

Much the same can be said for welfare programs. Target groups were more heavily concentrated in nonmetropolitan areas than outlays accruing to nonmetropolitan areas. For instance, 36 percent of children in poverty households with a female head resided in nonmetropolitan areas, but only 24 percent of outlays for the AFDC program went to nonmetropolitan areas, and funds for child welfare services

accruing to nonmetropolitan areas composed only 20 percent of the U.S. total. Old-age assistance payments appeared to be more equitably distributed between metropolitan and nonmetropolitan areas than were outlays for AFDC and child welfare services.

A crude indicator of the equitability of housing outlays is provided by comparing the percentage distribution between metropolitan and nonmetropolitan areas of substandard housing units with outlays from selected housing programs. Of the three housing programs selected, the USDA program favored nonmetropolitan areas, but the two HUD programs heavily favored metropolitan areas. In total, as can be seen in figure 14, housing outlays were heavily concentrated in metropolitan areas despite the larger number of substandard housing units in nonmetropolitan areas.

APPENDIX TABLES

APPENDIX TABLE 1.—TOTAL PER CAPITA FEDERAL OUTLAYS BY METROPOLITAN STATUS AND URBAN ORIENTATION OF COUNTY, FISCAL 1970

Item	Total	Metropolitan status		Urban orientation					
		SMSA	Non-SMSA	Highly urban	Urban	Semi-isolated urban	Densely settled rural	Sparsely settled rural with urban population	Sparsely settled rural without urban population
Per capita income, 1967:									
Lowest decile	$497		$497		$447	$398	$458	$489	$522
2d to 5th decile	570	$595	568	$485	584	641	436	556	761
5th to 9th decile	763	786	718	837	656	874	468	720	1,101
Highest decile	796	779	1,317	808	628	1,012	392	1,047	2,534
Per capita income growth, 1959–67:									
Lowest decile	863	899	823	913	1,054	895	434	600	722
2d to 5th decile	736	765	595	802	575	759	439	572	667
5th to 9th decile	731	878	674	1,107	743	849	450	615	746
Highest decile	919	1,362	909		732	1,453	526	739	1,224
Population growth, 1960–70:									
Less than −5.0 percent	931	1,354	762	1,494	480	807	535	717	981
−5.0 to 0 percent	751	827	620	881	537	752	482	577	602
0.1 to 13.3 percent	605	619	577	622	552	783	446	581	618
Greater than U.S. average (13.3 percent)	819	835	752	879	721	917	408	567	811
Contiguity:									
Rural counties contiguous with—									
Other rural counties	621		621				494	635	735
Urban or semi-isolated urban counties	600	500	604				436	618	853
Highly urban	522	476	536				460	560	646
Urban and semi-isolated urban counties contiguous with—									
Highly urban counties	643	656	616		596	796			
All other counties	752	741	760		684	852			
Highly urban counties	815	811	1,083	815					
All counties	745	779	668	815	641	835	449	612	808

Note: The reliability of per capita Federal outlays by county subgroups depends on the number of counties within each subgroup (see text table 3, p. 8). For instance, densely settled rural counties within the highest income decile number only 15 whereas there was only 1 urban county in the lowest income decile. Caution should be used in interpreting outlays for a subgroup representing a small number of counties. On the other hand, per capita Federal outlays accruing to subgroups which include a larger number of counties should be reliable.

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APPENDIX TABLE 2.—PER CAPITA FEDERAL OUTLAYS FOR HUMAN RESOURCE DEVELOPMENT BY METROPOLITAN STATUS AND URBAN ORIENTATION OF COUNTY, FISCAL YEAR 1970

Item	Total	Metropolitan status		Urban orientation					
		SMSA	Non-SMSA	Highly urban	Urban	Semi-isolated urban	Densely settled rural	Sparsely settled rural with urban population	Sparsely settled rural without urban population
Per capita income, 1967:									
Lowest decile	$288		$288		$393	$231	$261	$278	$302
2d to 5th decile	281	$253	283	$306	253	284	259	290	328
5th to 9th decile	258	252	271	244	258	284	243	296	314
Highest decile	274	275	244	282	212	223	212	276	352
Per capita income growth, 1959–67:									
Lowest decile	277	279	274	277	253	278	250	290	325
2d to 5th decile	268	266	280	272	246	282	251	295	319
5th to 9th decile	263	245	271	223	252	274	246	291	309
Highest decile	287	146	290		248	248	285	272	336
Population growth, 1960–70:									
Less than −5.0 percent	403	610	320	668	326	315	338	306	328
−5.0 to 0 percent	312	324	292	329	292	304	273	291	301
0.1 to 13.3 percent	265	264	267	263	255	276	246	288	321
Greater than U.S. average (13.3 percent)	237	233	252	234	233	259	215	270	299
Contiguity:									
Rural counties contiguous with—									
Other rural counties	317		317				314	287	375
Urban or semiisolated urban counties	283	209	286				250	296	308
Highly urban	240	215	248				212	267	253
Urban and semi-isolated urban counties contiguous with—									
Highly urban counties	240	235	251		213	268			
All other counties	271	262	277		263	282			
Highly urban counties	270	271	195	270					
All counties	268	265	276	270	248	278	250	290	318

Note: The reliability of per capita Federal outlays by county subgroups depends on the number of counties within each subgroup (see text table 3, p. 8). For instance, densely settled rural counties within the highest income decile numbered only 15 whereas there was only 1 urban county in the lowest income decile. Caution should be used in interpreting outlays for a subgroup representing a small number of counties. On the other hand, per capita Federal outlays accruing to subgroups which include a larger number of counties should be reliable.

APPENDIX TABLE 3.—PER CAPITA FEDERAL OUTLAYS FOR COMMUNITY RESOURCE DEVELOPMENT BY METROPOLITAN STATUS AND URBAN ORIENTATION OF COUNTY, FISCAL YEAR 1970

Item	Total	Metropolitan status		Urban orientation					
		SMSA	Non-SMSA	Highly urban	Urban	Semi-isolated urban	Densely settled rural	Sparsely settled rural with urban population	Sparsely settled rural without urban population
Per capita income, 1967:									
Lowest decile	$112		$112		$41	$78	$128	$99	$119
2d to 5th decile	98	$95	98	$104	93	104	75	97	143
4th to 9th decile	128	146	94	155	109	130	68	93	133
Highest decile	129	130	115	130	116	133	107	150	245
Per capita income growth, 1959–67:									
Lowest decile	147	170	121	149	160	164	48	102	113
2d to 5th decile	126	133	91	138	99	119	80	89	120
5th to 9th decile	113	153	97	146	125	103	76	99	146
Highest decile	118	95	118		66	134	83	112	151
Population growth, 1960–70:									
Less than −5.0 percent	116	117	116	115	89	122	86	101	160
−5.0 to 0 percent	124	144	90	153	86	94	67	101	104
0.1 to 13.3 percent	100	107	87	105	98	112	70	90	112
Greater than U.S. average (13.3 percent)	143	153	104	157	119	147	89	102	142
Contiguity:									
Rural counties contiguous with—									
Other rural counties	107		107				81	94	158
Urban or semiisolated urban counties	95	104	94				72	98	129
Highly urban	99	94	101				91	97	148
Urban and semi-isolated urban counties contiguous with—									
High urban counties	108	179	83		100	132			
All other counties	118	139	103		116	121			
Highly urban counties	138	139	109	138					
All counties	124	136	98	138	109	125	77	97	137

Note: The reliability of per capita Federal outlays by county subgroups depends on the number of counties within each subgroup (see text table 3, p. 8). For instance, densely settled rural counties within the highest income decile numbered only 15 whereas there was only 1 urban county in the lowest income decile. Caution should be used in interpreting outlays for a subgroup representing a small number of counties. On the other hand, per capita Federal outlays accruing to subgroups which include a larger number of counties should be reliable.

APPENDIX TABLE 4.—PER CAPITA FEDERAL OUTLAYS FOR AGRICULTURE AND NATURAL RESOURCES BY METROPOLITAN STATUS AND URBAN ORIENTATION OF COUNTY, FISCAL YEAR 1970

Item	Total	Metropolitan status		Urban orientation					
		SMSA	Non-SMSA	Highly urban	Urban	Semi-isolated urban	Densely settled rural	Sparsely settled rural with urban population	Sparsely settled rural without urban population
Per capita income, 1967:									
Lowest decile	$75		$75		$2	$57	$48	$82	$83
2d to 5th decile	102	$28	108	$1	28	130	55	121	232
5th to 9th decile	54	19	122	12	16	121	50	231	598
Highest decile	17	10	219	9	19	142	49	492	975
Per capita income growth, 1959–67:									
Lowest decile	82	22	148	11	13	108	46	112	271
2d to 5th decile	25	13	86	10	16	126	39	130	200
5th to 9th decile	91	25	117	18	23	137	63	160	246
Highest decile	278	21	284		28	110	70	292	501
Population growth, 1960–70:									
Less than −5.0 percent	200	16	274	11	17	255	75	271	444
−5.0 to 0 percent	57	13	132	12	17	147	67	142	178
0.1 to 13.3 percent	38	16	84	10	20	118	51	127	129
Greater than U.S. average (13.3 percent)	22	13	58	9	17	85	41	86	106
Contiguity:									
Rural counties contiguous with—									
Other rural counties	117		117				42	127	183
Urban or semiisolated urban counties	157	40	162				54	167	322
Highly urban	118	48	141				55	164	217
Urban and semi-isolated urban counties contiguous with—									
Highly urban counties	28	19	49		13	78			
All other counties	73	33	102		23	145			
Highly urban counties	10	10	9	10					
All counties	45	14	118	10	18	125	52	160	281

Note: The reliability of per capita Federal outlays by county subgroups depends on the number of counties within each subgroup (see text table 3, p. 8). For instance, densely settled rural counties within the highest income decile numbered only 15 whereas there was only 1 urban county in the lowest income decile. Caution should be used in interpreting outlays for a subgroup representing a small number of counties. On the other hand, per capita Federal outlays accruing to subgroups which include a larger number of counties should be reliable.

APPENDIX TABLE 5.—PER CAPITA FEDERAL OUTLAYS FOR DEFENSE, NASA AND AEC, BY METROPOLITAN STATUS AND URBAN ORIENTATION OF COUNTY, FISCAL YEAR 1970

Item	Total	Metropolitan status		Urban orientation					
		SMSA	Non-SMSA	Highly urban	Urban	Semi-isolated urban	Densely settled rural	Sparsely settled rural with urban population	Sparsely settled rural without urban population
Per capita income, 1967:									
Lowest decile	$22		$22		$11	$33	$20	$30	$18
2d to 5th decile	89	$219	78	$73	209	124	46	49	57
5th to 9th decile	323	370	231	427	273	340	107	100	56
Highest decile	377	364	738	386	281	515	24	128	961
Per capita income growth, 1959–67:									
Lowest decile	357	428	279	476	627	346	91	96	13
2d to 5th decile	317	354	138	383	214	233	70	57	28
5th to 9th decile	264	456	189	720	343	335	65	66	44
Highest decile	263	1,100	217		390	961	87	63	236
Population growth, 1960–70:									
Less than −5.0 percent	211	611	52	700	48	114	35	39	49
−5.0 to 0 percent	257	347	105	387	142	206	75	43	19
0.1 to 13.3 percent	202	233	139	244	179	177	79	76	56
Greater than U.S. average (13.3 percent)	417	436	338	478	352	426	63	109	264
Contiguity:									
Rural counties contiguous with—									
Other rural counties	80		80				57	127	20
Urban or semi-isolated urban counties	65	148	62				60	58	95
highly urban	65	119	47				103	31	28
Urban and semi-isolated urban counties contiguous with—									
Highly urban counties	267	283	233		252	317			
All other counties	290	307	278		281	304			
Highly ubran counties	397	391	770	397					
All counties	307	364	177	397	267	308	96	65	72

Note: The reliability of per capita Federal outlays by county subgroups depends on the number of counties within each subgroup (see text table 3, p. 8). For instance, densely settled rural counties within the highest income decile numbered only 15 whereas there was only 1 urban county in the lowest income decile. Caution should be used in interpreting outlays for a subgroup representing a small number of counties. On the other hand, per capita Federal outlays accruing to subgroups which include a larger number of counties should be reliable.

APPENDIX TABLE 6.—PER CAPITA FEDERAL OUTLAYS BY SPECIFIC PROGRAM TYPE, BY METROPOLITAN STATUS, URBAN ORIENTATION, AND POPULATION GROWTH OF COUNTY, FISCAL YEAR 1970

[In dollars per capita]

Specific program type	Total	Metropolitan Status		Urban orientation						Population growth, 1960–70			
		SMSA	Non-SMSA	Highly urban	Urban	Semi-isolated urban	Densely settled rural	Sparsely settled rural with urban population	Sparsely settled rural without urban population	Less than −5.0 percent	−5.0 to 0 percent	0 to 13.3 percent	Above 13.3 percent (national average)
Human resources:													
Elementary and secondary education	12	11	14	11	12	13	13	15	20	22	14	11	11
Health services	11	13	7	14	11	7	4	4	2	13	12	10	11
Social security and other retirement	182	176	196	178	178	186	185	203	219	229	210	191	160
Welfare	40	40	41	41	28	49	36	51	54	100	45	35	32
Employment opportunities and manpower training and development	7	8	5	8	6	6	6	4	8	12	10	6	6
Total [1]	268	265	276	270	248	278	250	290	318	403	312	265	237

Community development:													
Urban renewal	10	11	7	12	10	8	6	5	4	10	15	10	8
Development grants	5	6	3	5	7	3	3	2	3	15	4	5	5
Development loans	8	5	15	4	8	13	11	21	32	19	9	9	6
Housing loans	72	86	38	91	58	61	31	34	30	35	65	51	95
Transportation	28	26	33	25	24	39	25	35	66	46	29	24	28
Total [1]	124	136	98	138	109	125	77	97	137	116	124	100	143
Agriculture and natural resources:													
Direct payments and conservation	23	8	58	6	11	58	30	77	137	106	27	20	11
Loans	16	3	45	1	5	44	19	63	116	84	23	13	5
Natural resources	6	3	15	2	2	22	3	20	29	10	7	5	7
Total [2]	45	14	118	10	18	125	52	160	281	200	57	38	22
Defense, NASA and AEC:													
Defense payrolls	111	123	81	119	126	183	17	23	21	44	111	60	160
Defense contracts	167	207	74	236	121	107	39	38	24	147	130	119	215
NASA	18	22	7	29	10	2	2	0	0	16	5	10	27
AEC	13	14	15	13	10	16	11	3	26	4	12	13	14
Total [2]	307	364	177	397	267	308	69	65	72	211	257	202	417
Total [2]	745	779	668	815	641	835	449	612	808	931	751	605	819

[1] Totals do not equal sum of individual program types because of exclusion of minor program types.

[2] Because of rounding, individual program types may not sum to total.

APPENDIX TABLE 7.—A COMPARISON OF PER CAPITA FEDERAL OUTLAYS, BY SPECIFIC PROGRAM TYPE, ACCRUING TO RAPIDLY DECLINING AND FAST-GROWING METROPOLITAN, NONMETROPOLITAN, HIGHLY URBAN, AND DENSELY SETTLED RURAL COUNTIES, FISCAL YEAR 1970

	Rapidly declining counties		Fast-growing counties		Rapidly declining counties		Fast-growing counties	
Specific program type	SMSA	Non-SMSA	SMSA	Non-SMSA	Highly urban	Densely settled rural	Highly urban	Densely settled rural
Human resources:								
Elementary and secondary education	24	21	11	12	24	30	11	9
Health services	31	7	12	9	35	6	13	4
Social security and other retirement	250	221	156	179	260	216	157	163
Welfare	214	55	33	30	248	61	33	27
Employment opportunity and manpower development and training	24	8	7	5	24	18	7	4
Total [1]	610	320	233	252	668	338	234	215
Community development:								
Urban renewal	19	6	8	8	21	9	8	5
Development grants	8	3	5	5	8	2	5	3
Development loans	11	22	4	14	11	12	3	11
Housing loans	45	31	106	50	46	24	112	40
Transportation	32	52	28	28	27	36	27	29
Total [1]	117	116	153	104	115	86	157	89
Agriculture and natural resources:								
Direct payments and conservation	13	143	8	23	9	38	6	24
Loans	2	117	2	14	0	37	1	12
Natural resources	1	14	3	20	1	1	2	5
Total [2]	16	274	13	58	11	75	9	41
Defense, NASA, and AEC:								
Defense payrolls	96	23	158	165	101	9	152	18
Defense contracts	455	25	235	133	527	16	269	42
NASA	52	1	29	21	62	10	38	2
AEC	8	3	13	19	10	0	20	0
Total [2]	611	52	43	338	700	35	478	63
Total [2]	1,354	762	835	752	1,494	535	879	408

[1] Specific program types do not sum to total because of exclusion of minor program types.
[2] Because of rounding, specific program types may not equal total.

APPENDIX TABLE 8.—FEDERAL OUTLAYS BY PROGRAMS AND APPROPRIATIONS ACCRUING TO COUNTIES BY METROPOLITAN STATUS AND URBAN ORIENTATION OF COUNTY, FISCAL YEAR 1970

General program type, specific programs and agency	Total Federal outlays (thousands)	Federal outlays accruing to counties in analysis (in percent of total)									
			Metropolitan status		Urban orientation						
		Total (thousands)	SMSA	Non-SMSA	Highly urban	Urban	Semi-isolated urban	Densely settled rural	Sparsely settled rural with urban population	Sparsely settled rural with no urban population
AGRICULTURE AND NATURAL RESOURCES										
Direct payments and conservation:										
Feed grain payments (USDA)	$1,268,094	$1,247,750	13	87	4	11	20	10	36	19
Cotton direct payments (USDA)	819,576	809,933	20	80	5	6	39	9	31	10
Cropland adjustment program (USDA)	75,049	73,114	15	85	4	14	19	13	29	21
Cropland conversion program (USDA)	2,314	2,254	10	90	2	10	25	15	24	23
Conservation reserve program (USDA)	38,641	38,011	9	91	2	8	19	9	28	34
Wheat direct payments (USDA)	833,470	821,826	9	91	3	6	30	5	21	35
Wool Act program (USDA)	49,507	48,811	13	87	4	5	38	4	19	30
Sugar Act program (USDA)	92,987	74,198	25	75	10	10	37	6	27	10
Indemnity payments to dairy farmers (USDA)	126	126	23	77	21	26	5	16	18	13
Commodity Credit Corp. inventory operations (USDA)	685,805	679,383	58	42	51	5	18	5	13	8
Agricultural conservation program (USDA)	180,206	174,661	18	82	6	13	21	11	29	21
Emercency conservation measures (USDA)	8,388	8,319	39	61	11	11	36	3	24	15
Appalachia region conservation program (USDA)	2,500	2,408	4	96	----------	16	4	34	20	27
Great Plains conservation program (USDA)	15,175	15,086	9	91	5	----------	37	----------	15	43
Conservation technical assistance (USDA)	112,591	108,205	30	70	17	15	24	8	22	14
Soil survey program (USDA)	21,340	17,752	44	56	28	19	25	6	15	7
Plant and animal disease and pest control (USDA)	80,577	73,623	76	24	51	33	8	4	3	1
Expenses ag. stabilization and conservation (USDA)	222,191	217,541	45	55	31	14	16	7	18	14
Coop. ext. work, extension service[1] (USDA)	132,778	125,889	48	52	32	21	15	8	15	9
S. and E., Farmers Home Administration (USDA)	77,255	74,465	33	67	22	15	18	8	24	14

See footnotes at end of table.

APPENDIX TABLE 8.—FEDERAL OUTLAYS BY PROGRAMS AND APPROPRIATIONS ACCRUING TO COUNTIES BY METROPOLITAN STATUS AND URBAN ORIENTATION OF COUNTY, FISCAL YEAR 1970—Continued

General program type, specific programs and agency	Total Federal outlays (thousands)	Federal outlays accruing to counties in analysis (in percent of total)									
			Metropolitan status		Urban orientation						
		Total (thousands)	SMSA	Non-SMSA	Highly urban	Urban	Semi-isolated urban	Densely settled rural	Sparsely settled rural with urban population	Sparsely settled rural with no urban population
AGRICULTURE AND NATURAL RESOURCES—Continued										
Loans:										
Farm ownership loans [2] (USDA)	261,269	254,574	8	92	1	9	19	10	34	24
Soil and water loans to individuals [2] (USDA)	4,676	4,492	7	93	1	5	25	4	36	29
Farm operating loans [3] (USDA)	274,767	268,750	10	90	2	10	22	9	34	23
Econ. opportunity farm operating loans [3] (USDA)	1,520	1,401	5	95	1	6	13	9	29	42
Irrigation loans [2] (USDA)	7,669	7,669	7	93	7	1	23	----	21	48
Emergency loans [4] (USDA)	89,116	87,590	11	89	2	8	27	6	39	17
Watershed protection loans [3] (USDA)	3,244	3,230	4	96	----	4	19	10	29	38
Commodity loans—Gross (USDA)	2,323,460	2,300,383	12	88	3	6	31	7	31	22
Storage facility loans [3] (USDA)	50,262	49,658	7	93	1	5	20	6	36	32
Reseal loan storage payments (USDA)	72,292	72,147	5	95	2	2	22	1	40	33
Loan financing expenses (USDA)	46,776	46,652	86	14	80	5	5	1	6	3
Recreational facility loans [2] (USDA)	5,490	5,416	10	90	4	9	18	10	27	33
Resource conservation and development loans (USDA)	1,500	1,500	4	96	----	18	1	----	37	45
Na ural resources:										
Parks and forests [4] (Interior)	118,020	112,546	53	47	46	8	20	3	13	11
Water resources (Interior)	390,449	385,601	26	74	11	2	63	1	17	6
Conservation plant material centers [5] (USDA)	1,116	979	22	78	11	12	36	3	23	15
Forest roads and trails program (USDA)	140,358	138,008	24	76	14	4	32	3	32	15
Timber development org. tech. asst. (USDA)	71	71	78	22	72	6	----	11	11	----
Resource conservation and development (USDA)	9,681	9,501	20	80	9	15	22	8	29	17
Flood prevention program [5] (USDA)	21,216	20,541	22	78	13	9	28	5	29	16
River basin surveys and investigation (USDA)	6,526	6,401	80	20	60	27	11	----	1	----
Snow survey program [5] (USDA)	856	805	60	40	47	7	34	----	5	
Watershed planning (USDA)	7,334	6,582	63	37	49	26	19	1	4	1
Watershed works of improvement (USDA)	64,675	61,411	35	65	22	18	19	8	22	11

Shared revenues from national forests (USDA)	78,004	77,164	17	83	1	3	29	2	46	20
Shared revenues from national grassland (USDA)	506	487	2	98			12		14	74
Outdoor recreation assistance (Interior)	54,604	51,327	50	50	35	21	14	11	10	8
Forest protection and utilization (USDA)	276,238	329,137	29	71	18	7	22	3	32	18
Restoration of forest and imp (USDA)	[6] 126,092									
Land and water conservation fund (Interior)	48,573	47,810	23	77	10	12	8		8	61
Conservation and development of min. res. (Interior)	38,455	36,372	72	28	64	13	16		7	
COMMUNITY DEVELOPMENT										
Urban renewal:										
Urban renewal programs (HUD)	1,151,023	1,101,835	79	21	63	24	7	4	2	
Urban beautification and improvement (HUD)	4,111	4,108	97	3	94	1	5			
Open space development land-urban parks (HUD)	4,869	4,869	94	6	94	6				
Neighborhood facilities (HUD)	18,547	17,553	74	26	57	11	9	2	12	8
Model cities (HUD)	277,445	269,393	91	9	76	13	8	1	2	
Community Action program [7] (OEO)	537,263	517,914	73	27	60	14	9	4	8	4
Health service construction:										
Construction of community mental health centers (HEW)	2,151	2,151	73	27	6	52	36	6		
Community mental health construction grants (HEW)	9,952	9,844	82	18	61	33	6			
Grants for hospital construction (HEW)	233,641	227,825	53	47	41	23	11	8	12	5
Construction of hospital and domiciliary facility (VA)	71,154	70,763	96	4	76	22		2		
Grants for construction.—State ext. care facility (VA)	3,452	3,452	26	74	27	21	21	22	8	
Development grants:										
Water and sewer development grants (USDA)	5,197	4,832	11	89	1		31	18	25	26
Water system development grants (USDA)	21,028	20,347	13	87	2	15	14	15	30	23
Sewer system development grants (USDA)	16,757	15,196	13	87	3	23	14	13	33	15
Comprehensive planning grants (USDA)	3,019	2,938	41	59	11	28	24	7	21	9
Appalachian supp.—Water and sewer grants (USDA)	1,226	852		100		16		46	15	23
Farm labor housing grants (USDA)	2,134	2,134	58	42	15	4	81			
Economic development—T.A. research and information (Commerce)	12,316	11,519	86	14	72	14	7	2	2	2
Economic development—Dist.—Dev. facilities (Commerce)	37,231	37,216	30	70	4	32	21	22	16	5
Economic development dist.—Com. and ind. (Commerce)	13,410	13,410	21	79		17	4	50	29	

See footnotes at end of table.

APPENDIX TABLE 8.—FEDERAL OUTLAYS BY PROGRAMS AND APPROPRIATIONS ACCRUING TO COUNTIES BY METROPOLITAN STATUS AND URBAN ORIENTATION OF COUNTY, FISCAL YEAR 1970—Continued

General program type, specific programs and agency	Total Federal outlays (thousands)	Federal outlays accruing to counties in analysis (in percent of total)								
		Total (thousands)	Metropolitan status		Urban orientation					
			SMSA	Non-SMSA	Highly urban	Urban	Semi-isolated urban	Densely settled rural	Sparsely settled rural with urban population	Sparsely settled rural with no urban population
COMMUNITY DEVELOPMENT—Continued										
Economic development dist.—Admin. asst. (Commerce)	5,520	5,392	28	72	12	21	30	7		
Regional action plannng commissions (Commerce)	6,269	6,269	31	69	8	25	25	11	22	9
Operation and administration, EDA (Commerce)	[8] 21,350									
Regional action planning commissions (Commerce)	[8] 7,213									
Construction grants for waste treatment [7] (Interior)	424,950	418,159	90	10	59	35	4	1		2
Grants for law enforcement assistance (Justice)	266,783	261,174	89	11	65	30	5			
Appalachian regional development program (Commerce)	3,791	31,736	88	12	81	9	3	3	2	2
Appalachian regional development program (USDA)	71	23		100					100	
Appalachian regional development program (HEW)	4,692	4,692	37	63	24	48		13	15	
Concentrated community development [4] (OEO)	31,600	29,353	96	4	93	3	1	1	1	
Appalachian regional development program (Transportation)	1,006	977	17	83		24	36	27	11	2
Community Services Administration (HEW)	1,200	1,200	100		100					
Water supply and water pollution control [9] (Interior)	92,854	89,482	81	19	69	16	11	2	1	1
Development loans:										
Water and sewer system loans [2] (USDA)	12,292	11,898	10	90	1		34	10	32	22
Water system loans [2] (USDA)	106,432	103,833	15	85	2	21	19	12	32	14
Sewer system loans [2] (USDA)	27,306	24,747	18	82	4	21	13	12	32	17
Rural elect. loans [3 4] (USDA)	343,538	308,473	12	88	3	11	16	13	33	24
Rural telephone loans [3 4] (USDA)	125,000	121,397	18	82	2	15	17	12	28	26
Public facility loans [4] (HUD)	40,080	38,773	26	74	8	24	24	13	25	6

Basic water and sewer facilities (HUD)	144,324	135,513	72	28	46	33	16	5	6	1
Grants and loans for development facilities (Commerce)	109,458	97,372	15	85	4	10	14	11	37	24
Economic opportunity loans to small business [2] (SBA)	70,312	65,462	79	21	70	11	9	2	5	3
Loans to State and local development companies [2] (SBA)	61,868	60,534	33	67	21	15	21	8	21	15
Small business financial asst. program [2] (SBA)	461,504	437,975	59	41	44	17	16	5	13	5
Small business inv. company program [2] (SBA)	60,766	59,912	98	2	90	5	2	2	1	
Disaster loans [2] (SBA)	175,065	140,081	66	34	14	58	16	5	4	3
Housing loans:										
Very low income housing loans [2] (USDA)	5,245	4,799	8	92	1	6	19	13	35	26
Above moderate income housing loans [2] (USDA)	21,573	20,323	15	85	5	18	14	13	31	19
Low to moderate income housing loans [2] (USDA)	734,702	695,065	16	84	3	18	14	16	32	17
Rural rental housing loans [2] (USDA)	28,441	27,550	22	78	3	22	13	9	38	15
Farm labor housing loans [2] (USDA)	1,549	1,549	52	48	21	5	59	1	9	6
Mortgage insurance for coop. housing [10] (HUD)	8,588	8,588	100		100					
Mortgage insurance for urban renewal housing [10] (HUD)	20,361	18,969	100		87	13				
Mortgage insurance for low-moderate income housing market interest rate [10] (HUD)	380,848	376,937	69	31	51	20	16	3	7	2
Mortgage insurance for low-moderate income housing below market interest rate [10] (HUD)	447,416	427,518	93	7	79	16	5	1		
Mortgate insurance for senior citizens' housing [10] (HUD)	1,440	1,440		100			100			
Mortgage insurance for nursing homes [10] (HUD)	88,455	86,854	70	30	62	15	8	4	9	2
Insurance for property improvement loans [10] (HUD)	669,478	652,043	78	22	64	18	9	3	5	2
Home mortgage insurance [10] (HUD)	7,384,786	6,998,654	89	11	73	15	8	2	2	
Mortgage insurance for remainder of multifamily programs [10] (HUD)	985,344	916,815	87	13	69	21	8	1	1	
College housing [2] (HUD)	66,018	65,462	68	32	40	36	8	9	5	2
Housing for the elderly or handicapped [3] (HUD)	5,184	5,184	79	21	79	19				2
Veterans guaranteed and insured loans [10] (VA)	3,923,418	3,741,515	90	10	74	16	7	2	1	
Veterans direct loans [3] (VA)	152,481	145,366	35	65	27	11	22	13	21	6

See footnotes at end of table.

APPENDIX TABLE 8.—FEDERAL OUTLAYS BY PROGRAMS AND APPROPRIATIONS ACCRUING TO COUNTIES BY METROPOLITAN STATUS AND URBAN ORIENTATION OF COUNTY, FISCAL YEAR 1970—Continued

General program type, specific programs and agency	Total Federal outlays (thousands)	Federal outlays accruing to counties in analysis (in percent of total)									
			Metropolitan status		Urban orientation						
		Total (thousands)	SMSA	Non-SMSA	Highly urban	Urban	Semi-isolated urban	Densely settled rural	Sparsely settled rural with urban population	Sparsely settled rural with no urban population
COMMUNITY DEVELOPMENT—Continued										
Transportation:										
Highway planning and construction (Transportation)	4,637,407	4,349,333	61	39	43	17	16	5	11	8
Develop highway system—Appalachain region (Transportation)	166,382	165,591	5	95		29	2	42	16	11
Highway studies (Transportation)	206,266	188,776	60	40	42	22	10	6	11	9
National highway safety (Transportation)	82,005	80,389	89	11	65	32	3			
Highway beautification (Transportation)	160	160	82	16	17	16	4	17	30	30
Operations, FAA (Transportation)	752,054	673,371	92	8	78	13	7	2	2	
Urban mass Transportation fund (Transportation)	161,487	160,156	100		97	2	1			
HUMAN RESOURCE DEVELOPMENT										
Elementary and secondary education:										
Deprived children (HEW)	1,326,816	1,277,104	59	41	45	17	10	8	13	7
Supplemental education centers (HEW)	116,393	111,931	89	11	64	32	4			
Dropout prevention (HEW)	5,641	5,641	81	19	76	15	5		4	
Bilingual education (HEW)	22,608	22,300	81	19	58	11	20	1	7	3
Library resources (HEW)	42,500	41,300	93	7	68	30	2			
Guidance, counseling, and testing (HEW)	14,416	14,101	93	7	67	30	2			
Strengthen State education department (HEW)	29,748	28,658	87	13	62	31	6	1		
Planning and evaluation (HEW)	8,892	8,487	88	12	72	21	7			
Maintenance and operation of schools, SAFA [11] (HEW)	507,646	444,798	71	29	52	20	18	3	5	3
Construction of schools, SAFA [11] (HEW)	10,219	9,882	89	11	89	3	6		2	
School construction, federally affected areas (HEW)	402	349	94	6	46	14	36	1	1	3
Teachers corp., operation and training (HEW)	21,605	21,176	77	23	67	13	11	2	5	3
Headstart and headstart follow through (HEW)	406,594	390,310	64	36	46	21	11	7	11	4

Appalachian region construction and eq. grants (HEW)	37,401	37,041	83	17	41	53	1	4	1	
Adult basic education (HEW)	49,782	48,330	90	10	64	31	4	1	1	
Education of the handicapped:										
Preschool and school program (HEW)	29,158	28,322	91	9	65	32	3			
Early childhood program (HEW)	3,000	2,880	76	24	67	13	3	3	10	3
Teacher education and recruit (HEW)	30,408	29,388	80	20	59	24	12	2	3	
Research and innovation (HEW)	16,929	16,710	91	9	77	13	10			
Median services and capt. films (HEW)	4,757	4,723	89	11	82	4	12	1	1	
Higher education payments and grants:										
College library resources (HEW)	9,981	9,652	65	35	45	24	18	5	6	1
University community service (HEW)	9,473	9,010	78	22	56	30	13			
Higher ed. strengthen dev. inst (HEW)	30,000	27,925	58	42	36	27	13	5	15	3
Higher ed. college of ag. and mech. (HEW)	19,616	19,090	90	10	70	21	8	1		
Higher ed. construction—facilities (HEW)	83,123	81,616	72	28	50	25	14	5	4	1
Higher ed. opportunity grants (HEW)	167,777	163,676	67	33	47	25	16	5	7	1
Higher ed. work-study program and coop-ed. (HEW)	149,102	145,655	64	36	44	23	18	5	8	1
Higher ed. special programs for disadv. (HEW)	43,090	41,545	72	28	54	19	16	4	6	1
Higher ed. personnel dev (HEW)	58,749	57,256	78	32	58	24	14	1	1	
Higher ed. planning and evaluation (HEW)	10,002	9,996	99	1	98	1				
Higher education loans:										
Higher education direct loan[3] (Hew)	194,315	190,525	99	1	98	0				
Student loan ins. fund HE and voc.[3] (HEW)	5,144	5,135	95	5	87	6	5		1	
Higher education insured loans (HEW)	104,775	104,620	99	1	98	1	1			
Research grants, fellowships:										
Mental health research grants (HEW)	83,193	80,922	85	15	72	18	6	1	2	
Mental health training grants and fellowship (HEW)	116,774	114,773	92	8	76	18		1	1	
Health manpower institute-support for educ (HEW)	131,005	128,508	88	12	76	17	6	1	1	
Health manpower student asst. for educ (HEW)	31,577	30,358	93	7	79	16	4			
Dental health res. grants (HEW)	1,254	1,254	97	3	89	11				
Dental health training grants (HEW)	150	33	100		91	9				
Dental health fellowship grants (HEW)	4,257	4,220	91	9	74	21	5			
Dental health general research support (HEW)	636	636	79	21	67	32	1			
General research support grants (HEW)	57,677	57,019	91	9	76	18	5		1	
NIH research grants (HEW)	539,107	530,915	94	6	81	15	3		1	
NIH fellowships (HEW)	49,137	34,089	91	9	77	19	4	1	1	
NIH training grants (HEW)	127,008	126,275	93	7	79	18	3			
NIH general research support (HEW)	86,284	74,526	96	4	86	11	2	1	1	
Health service res. and dev. research grants (HEW)	6,581	6,474	91	9	83	10		3	4	
Health ser. res. and dev. training grants and fellowship (HEW)	19,760	19,449	92	8	78	13	5		4	
Comm. disease research grants (HEW)	2,326	2,107	96	4	80	15	5			

See footnotes at end of table.

APPENDIX TABLE 8.—FEDERAL OUTLAYS BY PROGRAMS AND APPROPRIATIONS ACCRUING TO COUNTIES BY METROPOLITAN STATUS AND URBAN ORIENTATION OF COUNTY, FISCAL YEAR 1970—Continued

General program type, specific programs and agency	Total Federal outlays (thousands)	Federal outlays accruing to counties in analysis (in percent of total)								
			Metropolitan status		Urban orientation					
		Total (thousands)	SMSA	Non-SMSA	Highly urban	Urban	Semi-isolated urban	Densely settled rural	Sparsely settled rural with urban population	Sparsely settled rural with no urban population
COMMUNITY DEVELOPMENT—Continued										
Medical and prosthetic research (VA)	59,355	58,606	97	3	87	11	1			
Research and demon. child welfare (HEW)	4,179	4,164	87	13	78	10	10			2
Research in maternal and child health (HEW)	5,885	5,618	99	1	84	16				
Vocational rehabilitation:										
Vocational rehabilitation basic support [7] (HEW)	436,030	418,190	54	46	40	17	12	8	15	7
Innovations in vocational rehabilitation [7] (HEW)	3,299	3,141	62	38	48	15	12	6	12	6
Expansion of rehabilitation services (HEW)	11,050	10,597	85	15	61	26	11	1		
Rehabilitation facility improvement (HEW)	9,898	9,527	89	11	75	13	7	2	2	
Training rehabilitation personnel (HEW)	27,402	26,578	88	12	70	20	8	2	1	
Special centers for rehabilitation (HEW)	9,761	9,761	96	4	89	7	4			
Development and construction rehabilitation projects (HEW)	1,440	1,440	72	28	48	31	15	2	3	
Research and demon. rehabilitation (HEW)	20,736	20,601	92	8	79	13	4	1	2	
Health services:										
Appalachian demon. health Project (HEW)	26,324	26,214	26	74	9	54		29	3	6
Project grants for area health plans (HEW)	9,355	9,221	87	13	69	15	10	1	4	1
Grants to States for comp. state health plans (HEW)	39,397	37,556	90	10	64	30	5			
Grants for comp. public health service (HEW)	74,142	71,215	88	12	66	29	6			
Project grants for health service development (HEW)	64,673	63,869	97	3	85	10	4			
Migrant health grants (HEW)	14,106	13,753	71	29	42	25	26	2	4	2
Staffing of com. metal health centers (HEW)	47,475	46,321	79	21	68	15	9	6	2	

Med. admin. and miscellaneous operating expenses (VA)	18,048	18,009	97	3	94	3	2		1	
Veterans hospitalization (VA)	1,668,246	1,624,888	81	19	69	19	7	2	3	
Veterans domiciliary program (VA)	38,984	38,984	50	50	48	26	12	7	8	
Neighborhood health centers (OEO)	72,431	72,431	89	11	82	7	3	3		5
Maternal and child health services (HEW)	49,934	46,864	67	33	49	23	10	6	8	3
Crippled children services (HEW)	58,060	54,293	67	33	49	21	11	6		4
Maternal and infant care (include family plan) (HEW)	61,390	55,418	95	5	80	18	1		2	
Health school and preschool children (HEW)	39,986	39,308	93	7	82	14	1		3	
Social security and other retirements:										
Benefit payments disabled coal miners [7] (HEW)	7,138	7,128	49	51	15	55	1	24	2	3
S.S. ben. pay. Fed. Supp. med. ins. trust fund [4] (HEW)	1,964,174	1,924,498	69	31	54	18	11	5	9	3
S.S. ben. pay. Fed. hosp. ins. trust fund [4] (HEW)	4,753,099	4,658,426	68	32	53	18	10	6	9	4
S.S. ben. pay. Fed. OASI trust fund [4] (HEW)	25,535,266	24,733,126	68	32	53	20	10	6	8	3
S.S. ben. pay. Fed. disability ins. trust fund [4] (HEW)	2,775,911	2,680,354	64	36	48	21	10	8	9	4
Vocational rehabilitation disability insurance fund [4] (HEW)	22,314	21,601	57	43	43	17	12	8	14	7
Social insurance program for R.R. workers (RRB)	1,710,065	1,666,609	66	34	48	22	13	7	8	3
Unemployment insurance (Labor)	471,146	443,371	43	57	32	13	19	6	10	21
Welfare:										
Old-age assistance [7] (HEW)	1,364,782	1,336,291	53	47	39	13	17	6	18	7
Aid to the blind [7] (HEW)	59,116	58,081	62	38	45	19	13	7	11	5
Aid to the permanently and totally disabled [7] (HEW)	548,574	536,966	65	35	51	14	13	6	11	5
Aid to families with dependent children [7] (HEW)	2,328,024	2,271,292	76	24	63	14	10	4	6	3
Social services, adm. training [7] (HEW)	965,095	942,935	76	24	61	12	13	4	7	3
Child care (HEW)	15,460	15,125	80	20	71	26	3			
Child welfare services [7] (HEW)	45,986	43,376	65	35	48	21	12	7	9	4
Medical assistance—Other title XIX [7] (HEW)	31,404	31,133	50	50	32	25	10	9	17	7
Medical assistance—Title XIX [7] (HEW)	2,792,138	2,718,401	69	31	55	14	11	6	10	4
Employment opportunities, manpower training and development:										
Conc. employment program (Labor)	176,098	172,665	89	11	74	9	8	6	2	1
Job opportunity business sector (Labor)	168,810	165,229	92	8	81	8	6	1	3	1
Manpower development and training (HEW)	157,312	153,207	91	9	70	26	4	1		
On the job training (Labor)	48,327	47,072	82	18	66	19	8	3	3	
MDTA—Institutional training [12] (Labor)	232,734	219,594	63	37	47	18	14	6	6	11
Work incentive program (Labor)	78,780	74,906	86	14	68	29	3	1		
Neighborhood youth corps (Labor)	306,039	293,225	69	31	54	16	10	7	8	4

See footnotes at end of table.

APPENDIX TABLE 8.—FEDERAL OUTLAYS BY PROGRAMS AND APPROPRIATIONS ACCRUING TO COUNTIES BY METROPOLITAN STATUS AND URBAN ORIENTATION OF COUNTY, FISCAL YEAR 1970—Continued

General program type, specific programs and agency	Total Federal outlays (thousands)	Federal outlays accruing to counties in analysis (in percent of total)								
		Total (thousands)	Metropolitan status		Urban orientation					
			SMSA	Non-SMSA	Highly urban	Urban	Semi-isolated urban	Densely settled rural	Sparsely settled rural with urban population	Sparsely settled rural with no urban population
COMMUNITY DEVELOPMENT—Continued										
Job corp (Labor)	110,291	108,218	66	34	57	12	14	6	10	2
Ass't. to migrant and seasonal farmworkers [7] (OEO)	32,306	32,194	72	28	41	24	17	9	7	3
Legal services [7] (OEO)	54,476	52,943	89	11	80	10	5	1	2	3
New careers (Labor)	38,360	36,922	92	8	70	23	1	2	1	3
Operation Mainstream (Labor)	50,964	49,586	43	57	28	14	18	14	15	11
Programs for American Indians (Interior)	329,607	288,938	32	68	28	2	30		20	20
DEFENSE										
Defense payroll:										
Civilian payroll (Defense)	10,262,806	9,292,141	82	18	66	20	11	1	2	1
Military active duty pay [13] (Defense)	10,095,717	937,392	72	28	48	25	24	1	1	
Military Reserve and National Guard pay [13] (Defense)	904,726	873,376	76	24	57	23	11	4	5	1
Military retired pay [13] (Defense)	2,478,799	2,394,919	84	16	63	21	11	2	2	1

Defense contracts:										
Military prime supply contracts (Defense)	17,673,984	17,456,024	88	12	78	15	3	2	2	
Military prime rdte. contracts (Defense)	5,409,992	5,251,692	94	6	88	6	5			
Military prime service contracts (Defense)	6,081,788	5,848,109	84	16	69	17	11	1	1	1
Military prime constr. contracts (Defense)	750,499	651,531	56	44	28	28	36	5	2	1
Civilian function prime contracts (Defense)	571,129	548,881	43	57	24	17	15	9	30	5
Prime contracts of less than $10,000 (Defense)	3,424,035	3,271,767	87	13	77	15	10	1	1	
Atomic Energy Commission:										
Operating expenses [14] (AEC)	2,178,759									
Plant and capital equipment [14] (AEC)	425,098									
NASA:										
Research and program management [14] (NASA)	675,158									
Construction of facilities, NASA [14] (NASA)	26,669									
Research and development, NASA [14] (NASA)	2,979,353									

[1] Prorated by geographic distribution of employees to State, county, and city levels.
[2] Reported by face value, combines direct and guaranteed loans.
[3] Reported by obligations.
[4] Prorated by estimated obligations to State, county, and city levels.
[5] 15 percent of the outlay is prorated to county and city levels based on the distribution of the remaining 85 percent of the outlay which is accurate to all levels.
[6] Included with forest protection and utilization.
[7] Prorated on the basis of recipients to county and city levels.
[8] Included with Appalachian regional development program (Commerce).
[9] Accurate at national and State levels; prorated by number of employees located at the county and city levels.
[10] Reported by face value.
[11] Prorated to county and city levels according to fiscal year 1969 distributions.
[12] Amounts are accurate to all levels for program funds. Proration to county and city levels is based on population for administrative funds in State employment security agencies.
[13] Prorated by the percentage of payroll and related costs to county and city levels.
[14] Not separated by individual programs; see text table 1, p. 3, for distribution of total.